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ABSTRACT

This bulletin examines the role and function of the school business administrator and offers practical information applicable to both administrators and institutions employing and evaluating them. After a brief introduction concerning the history of school business administration, the publication describes the responsibilities of the position, its place in school system organization, and the preparation, experience, and personal characteristics of a school business administrator. Then, directed to employing institutions, chapters discuss when a school system needs a school business administrator, certification and required credentials, and procedures for establishing a position, obtaining a qualified person, and determining the salary. A separate chapter concerns women in the occupation. The final chapters deal with legal implications, a code of ethics, evaluation, and emerging issues, problems, and concepts. The appendixes contain a list of workbooks available for professional development, an extensive bibliography, and sample resolutions school boards can use to establish the position and to employ a school business administrator. (MLF)

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The School Business Administrator

Third Edition — 1982

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A Special Committee Report
Sponsored by the ASBO Board of Directors
on the Qualifications and Responsibilities of

The School Business Administrator

Bulletin No. 21
Third Edition (Revised 1982)

This is a joint project-publication of the:
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of the United States and Canada

by
FREDERICK W. HILL, Ed.D., RSBA/O
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and the committee members listed on the Acknowledgments page

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Table of

Contents

Page

Acknowledgments iv
A Word From AASA vi
Appreciation vii
Foreword viii
Introduction: History of School Business Administration 3
Chapter 1: Who is the School Business Administrator? 7
Chapter 2: The Responsibilities of the School Business Administrator 11
Chapter 3: The Place of the School Business Administrator in the Total Organization of the School System 33
Chapter 4: The Relationship of the School Business Operation to Other Areas of the Educational Organization 37
Chapter 5: What Should be the Preparation and Experience of the School Business Administrator 43
Chapter 6: The Personal Characteristics of a School Business Administrator 47
Chapter 7: When a School System Needs a School Business Administrator 51
Chapter 8: Certification and Required Credentials of the School Business Administrator 55
Chapter 9: Procedures for Establishing a Position of School Business Administrator 67
Chapter 10: Obtaining a Qualified School Business Administrator 73
Chapter 11: Determining the Salary of a School Business Administrator 79
Chapter 12: Women in the Field of School Business Administration 85
Chapter 13: The Legal Implications in School Business Administration 91
Chapter 14: A Code of Ethics for School Business Officials 97
Chapter 15: Emerging Issues, Problems and Concepts in School Business Administration 103
Chapter 16: Evaluation and Control Points in School Business Management 113

Appendices
Appendix A: The PASBO Series on School Business Administration 125
Appendix B: Sample Resolutions 135
Sample Resolution to Establish Position of School Business Administrator 135
Sample Resolution for Employment 137

Bibliography and Selected References 139

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A Word from AASA

THE school business administrator is a vital member of the administrative team. And the importance of that role is increasing.

While the specific responsibilities of the school business administrator may vary from one district to another, the bottom line functions are basic to the successful operation of any school system. The building of the school budget and other financial responsibilities are, in themselves, awesome.

There are many new challenges to add to that basic list of key responsibilities: declining or increasing enrollments and the need for accurate financial and enrollment projections; the increasing use of technology; the challenge of working with other administrators and staff who deal with specialized concerns; the need to work within a complex legal and policy framework; the ability to communicate effectively with staff and community; the need to deal within tight financial limitations; and the challenge of incorporating changes imposed by our evolving federalism.

Our schools are basic to our democracy. The future of our nations is dependent upon a well educated, highly trained citizenry. Adequate, well managed financial resources are basic to high quality education. Therefore, the standards of excellence for the school administrator must be high. **The School Business Administrator—Third Edition** makes a substantial contribution to those who hold this important position as they strive to even better assure the best possible education for all students.

Paul B. Salmon, Ed.D.
Executive Director
American Association of School Administrators

Appreciation

THE School Business Administrator (Bulletin 21) was first published in 1960 as a special report developed by a Special Committee under the chairmanship of Dr. Fred Hill. Since 1960, Bulletin 21 has been a model that has been used for establishing school business administrators' role as part of the school administrative team. This Bulletin sets forth professional qualifications, responsibilities and a code of ethics for the profession.

The Association of School Business Officials is grateful that Dr. Fred Hill agreed to once again chair a Special Committee to revise and update Bulletin 21. That work began in 1980. This Third Edition of The School Business Administrator was revised and updated during my term as International ASBO's President in 1981 and is being published in 1982.

The School Business Administrator—Third Edition will be a valuable resource to our profession, Boards of Education and to our communities in defining and understanding the school business official.

The ASBO Board of Directors also acknowledges the contributions of each committee member that made this publication possible.

David Allen, RSBA
1981 President
Association of School Business Officials of the United States and Canada

Foreword

AS man's world becomes smaller and more crowded, the socio-economic pressures which affect his life are forcing him to look beyond the present and to determine how he may use the powers of faith and of education to provide a better tomorrow for himself, his children and their children.

In such a time, the role of education is receiving increasing attention as a means for improving man's life and for insuring survival itself. Moreover, because of expanding demands for public services and increased competition for the tax dollar, citizens are demanding that educational leadership be geared to provide efficient, effective and economical school services.

The school business administrator occupies a key position in insuring that educational expenditures produce maximal educational returns. To assist interested citizens and communities in understanding the role and work of this important public servant, ASBO, AASA and NSBA appointed a joint committee to review and revise former Bulletin #21, the pioneer publication, issued in 1960, which first specifically described this position. This publication was revised in 1970 and is now being reissued in its Third Edition.

One of the problems this Special Committee struggled with was the need to "desex" the new edition of this report to recognize the growing number of women administrators and the increasing number of opportunities open to women in school business administration. A number of alternative methods of presentation were suggested and considered. One was to use the term s/he as a pronoun instead of referring only to masculine pronouns or the more laborious repetition of "he or she" throughout the text.

To avoid distracting, offensive or poor grammar or some "trendy" alternative, the final decision was to eliminate as many masculine references as possible and to use the pronouns "he" and "him" where necessary, but to point out in this foreword that their use is intended to represent both sexes.

It is the unanimous position of the Special Committee that "school business administrator" and "school business official," as well as "superintendent," are positions open to both men and women.

Wherever the text or illustrations refer to the school business administrator or superintendent as he or him, or only as a male person, the Special Committee wishes to emphasize that no sexual discrimination is intended.

It has been a privilege to work with this committee of distinguished experts in the production of this report.

Frederick W. Hill
Chairman
Joint ASBO-AASA-NSBA Committee

A Special Committee Report
Sponsored by the ASBO Board of Directors
on the Qualifications and Responsibilities of

The School Business Administrator

Bulletin No. 21
Third Edition (Revised 1982)

History of School Business Administration

SCHOOL business administration has existed since the beginning of the public school system in the United States. The position of school business administrator was not considered as important at its inception as it is today. In early school systems, taxes or fees were collected for such purposes as paying teachers, keeping financial records, paying rents and supplying fuel. At first, these duties usually were performed by local municipal officials; later, by members or committees of local school boards. Even in some of today's communities, certain business aspects of public education are managed by municipal officials who are not directly associated with the schools. This is especially true in city school systems which are fiscally dependent upon a municipal government.

The necessity for the appointment of a full-time school business administrator was first recognized in 1841 when the city council in Cleveland, Ohio, passed an ordinance providing for an "Acting Manager" of schools. It was his duty "to keep a set of books, in which he shall open an account for each teacher in the employ of the city, and to make an accurate entry of all moneys paid out . . . to keep an accurate account to each school district, whether for teaching, or rent, or for other purposes . . . to provide fuel, take charge of the buildings and fixtures, and certify to the council the correctness of all accounts against the city for teaching, or for rents, fuel, repairs or fixtures on or about the school houses." It is interesting to note Cleveland did not appoint a superintendent of schools until 12 years later. Chicago and Philadelphia also appointed full-time school business managers several years before appointing their first superintendents of schools.

In the 1880s, according to published proceedings of the National Education Association, some professional educators emphasized the importance of school business administration and urged the creation of a business division in city school districts.

During the late 19th and early 20th centuries, many school trustees and superintendents came to recognize the importance of good business administration of their school systems. Accordingly, some school trustees employed a professionally trained educator as the superintendent of schools and a businessman as the business administrator. Both had equal status in the administrative hierarchy, and each was directly responsible to the board of education.

The concept of management in which the superintendent of schools and the school business administrator have equal status is referred to as "dual control." This system gained favor chiefly in New Jersey, Pennsylvania and Canada. In most other sections of the United States, school trustees have adopted the "unit control"

concept which places complete administrative responsibility upon the superintendent of schools. The business administrator reports to the superintendent, while the trustees concentrate on policy development and determination.

By the turn of the century, the administration of school business affairs began to assume a "tone" of professionalism. Leading school business administrators realized the importance of their duties, the effects of their services on education and the need for defining specific aspects of their duties and responsibilities. In 1910, the National Association of Public School Business Officials was formed and later changed its name to the Association of School Business Officials of the United States and Canada (ASBO). With the advent of such an association, school business administration became a potent and positive force in American education.

In the early 1900s, literature dealing with the various aspects of school business administration, particularly school finance and accounting, began to appear. Professor N. L. Engelhardt, Sr., of Teacher's College, Columbia University, was the first instructor of a course in school business administration offered in the summer school session of 1926. With his brother Fred, he produced a book entirely devoted to school business administration. Since that time, numerous books and articles have been published dealing with the multiple aspects of school administration.

Recognizing the need for definitive statements about this important area of school administration, in 1960, and again in 1970, representatives of ASBO, the American Association of School Administrators (AASA) and the National School Boards Association (NSBA) established basic definitions and descriptions of the work and role of the School Business Official and the School Business Administrator. These have become the standard for professional literature. This revised publication continues these established definitions.

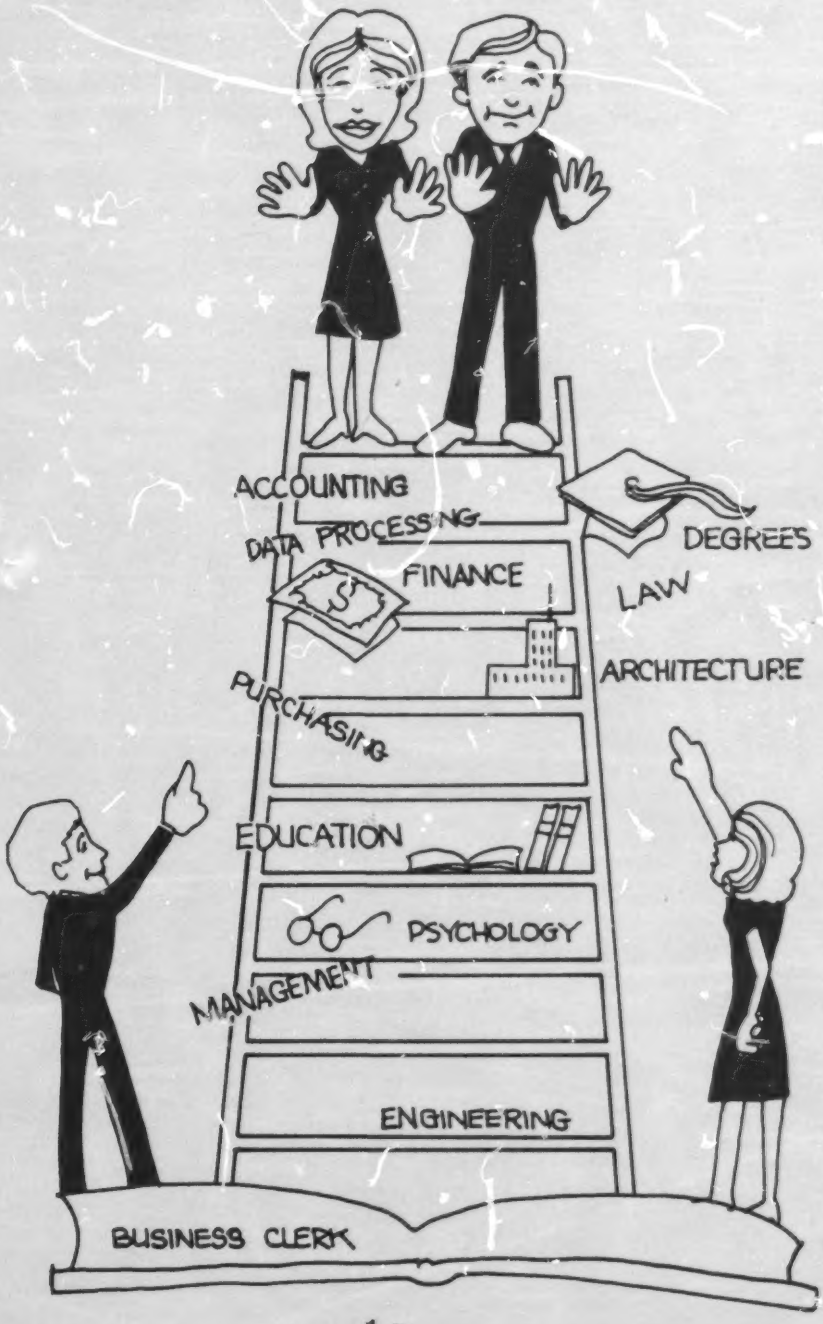
In 1964, ASBO took a giant step forward by establishing the concept of professional registration, and by formulating requirements for the professional registration of both School Business Officials and School Business Administrators. These qualifications and requirements have been periodically updated. (The current registration requirements are included elsewhere in this publication).

At the same time, ASBO encouraged its affiliated state, provincial, regional and local leadership to work for the establishment of certification and licensing requirements for entry level positions in this field by the various states and provinces. New Jersey was one of the first states to do this.

It is now recognized that decisions relating to curriculum, school organization and personnel are interdependent upon decisions relating to finance, buildings, equipment and supplies. By accepting the relationship between curriculum planning and schoolhouse construction, classroom activities and textbook procurement, budget planning and educational activities, and by classifying all as administrative responsibilities, school trustees have enhanced the professionalism of all school administrators, including the school business administrator.

School business administration is becoming increasingly important to the entire operation and concept of the school system. School business administrators must

be trained and experienced in the field of education with emphasis on school business administration or trained and experienced in various phases of business with a knowledge of educational practices. The school business administrator is a crucial element in the improvement of educational opportunity. The superintendent looks to this official to further educational efficiency and progress through the financial decisions made and the business functions directed by this officer.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Chapter 1

Who Is the School Business Administrator?

IN the United States and Canada, public education is a multibillion dollar enterprise in terms of both the value of physical facilities and the amount of money required annually to operate the schools maintained in thousands of school districts of varying sizes. The task of administering this vast complex is delegated to a variety of personnel of technical, professional and nonprofessional status. Because the schools operate under the statutory requirements and limitations of the individual states or provinces, and often under policies established by local boards of education, there is no single pattern of supervision or control. In some small districts, there is little direct administration other than that performed by members, officers or committees of the local school board with, perhaps, some advice from a county superintendent of schools, or state or provincial educational official.

As districts increase in population, there emerges a need for a professionally trained person or team to provide administrative services for the school system. The chief responsibility of these persons is to insure that all personnel work together

to provide pupils with the best possible educational programs. These administrators must be aware of, but not encumbered by, the details of personnel, programs, funds and the facilities required to achieve an outstanding educational program. In most districts, persons charged with the responsibility for the instructional program have the title of superintendent of schools or supervising principal. Assisting them are other personnel with specific responsibilities in particular areas of administration.

In some districts, personnel responsible for the business aspects are subordinate to the superintendent and directly responsible to him (unit control). In other districts, some or all of the business functions and services are independent of the superintendent (dual control). In both instances, communication and understanding between the superintendent and the person administering the school's business affairs are essential. All administrative personnel must work toward providing the highest quality of education within the limitations of available financial resources.

Prior to 1960, numerous titles were used to describe the chief school business officer. However, in 1960, after much investigation and evaluation, representatives of the Association of School Business Officials of the United States and Canada (ASBO) and the American Association of School Administrators (AASA) arrived at a joint definition of titles which was published in Bulletin 21 for guidance in the preparation of school business administrators.

Basic Definitions

> Within the context of this publication, and in answer to the question, "Who is the School Business Administrator?", persons dealing with specific phases of school business administration will be referred to as *school business officials*. Persons dealing with the total area of school business, and with subordinate school business officials, will be designated as *school business administrators*.

Using these definitions as a guide, the school business administrator may be further defined as the member of the school staff who has been designated by the school board and/or the superintendent to accept general responsibility for the administration of the business affairs of a school district. In any type of administrative organization, he shall be responsible for carrying out the general business administration of the district and such other duties as may be assigned to him. Unless otherwise specified by local law or custom, he shall report to the school board through the superintendent of schools.

In 1964, ASBO further strengthened the use of such titles when it adopted resolutions authorizing its Board of Directors to proceed with a plan for registration of both school business administrators and school business officials. Suitable standards for both titles were established, and "Registered School Business Administrator" and "Registered School Business Official" titles have now been awarded and attested by Certificates of Registry from the Association. Many state, regional and provincial groups have used these titles in seeking appropriate legislation for certification in their respective states.

In 1967, ASBO issued a special report by Lahey entitled "The School Business Administrator in the Catholic School System," and the National Association of Independent Schools issued a report entitled "The Role of the Business Manager in the Independent School." Both publications expand basic concepts presented in Bulletin 21 (1960 Edition) in order to meet the special needs of the parochial and private school business officer. These reports are specific illustrations of the widespread interest and concern for increased competence and professional training of school business administrators.

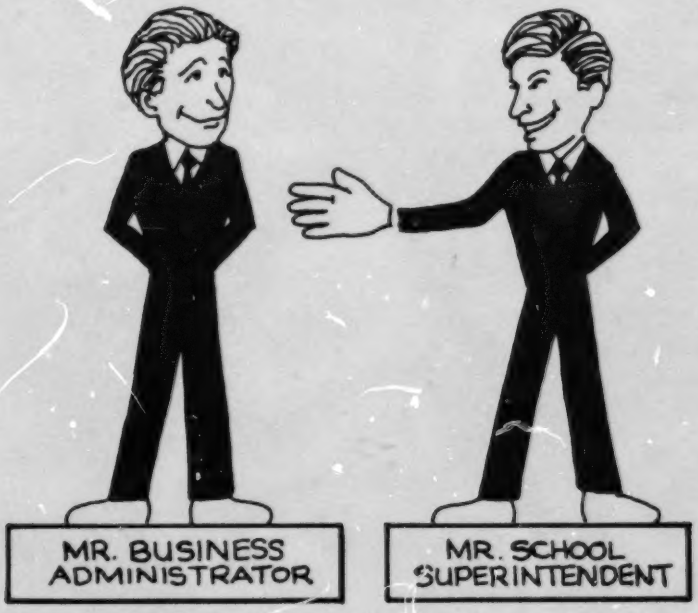
After Bulletin 21 was first published in 1960, and revised and re-issued in 1970, it became evident that other publications dealing with the work of key school business officials would be of great value. The initial report of this type, entitled "The School Food Service Director," was published by ASBO jointly with the American School Food Service Association (ASFSA) in 1965. It is anticipated that similar reports on the functions of other officials in such areas as transportation, maintenance, operations, law, etc. will be issued in the future. Many such reports have been produced at the state and provincial level.

Concern for the increased competence and professional training of school business administrators has extended into another area, that of the rapidly expanding junior and community colleges. These institutions have increased in number and size at a truly phenomenal rate. A demand has been created for skilled administrators to plan, construct, direct and operate these institutions.

The problems and functions of the school business administrator at the junior and community college level have much in common with those of the business officer of large secondary school plants. Therefore, many of the comments in this publication will apply to the work of business officials at the college level. The junior college group has gained a sizeable membership in state, provincial and international ASBO and AASA organizations. It is certain that the numbers and influence of school business administrators and their professional activities will continue to grow in the years ahead.

Chapter 2

The Responsibilities of the School Business Administrator*



An Emerging Concept

The concept of the position, responsibilities and qualifications of the school business administrator has been evolving over many years and still is in the process of development.

THE concept of school business administration itself is one which is constantly forming and reforming in much the same manner as is the concept of public school

*Wherever the text or illustrations refer to the School Business Administrator or Superintendent as "he" or "him", or only as a male person, the Special Committee that revised and updated this publication wishes to emphasize that no sexual discrimination is intended. In this revised edition, pronouns "he" and "him" are to refer to administrators of both sexes. It is the unanimous position of the Special Committee that prepared this report that "School Business Administrator" and "School Business Official," as well as "Superintendent," are positions open to both men and women.

education. The responsibilities of the school business administrator in any given community must be described in terms of local historic patterns, available staff and the particular competencies of the individual. No two school business administrators have identical roles, but experience suggests a broad range of functions assigned to the school business administrator.

It is desirable that all school business administrators have adequate and appropriate training, experience and background necessary to perform the total tasks hereinafter described. In many districts, one person may have responsibility for the variety of tasks listed, while in others the district may wish to add persons who will perform only certain functions of school business administration. School business officials should be delegated the authority to perform only those tasks for which they have prerequisite training and experience. Hence the broad task definitions suggested as the responsibilities of the school business administrator may be used in whole or in part by a particular community, depending upon the specific facts of the particular situation.

Basic Concepts

Underlying the work of all school business administrators are two basic concepts which must be thoroughly understood, and never overlooked. These are the *Team Concept* and the *Service Concept*.

The Team Concept

The school business administrator is a highly qualified member of the superintendent's cabinet and has multiple responsibilities to the superintendent, the school board and the school staff. As the administrator of funds and facilities, he is constantly responsible for utilization of resources, service personnel and facilities to assist the superintendent and teachers in providing the educational experiences that the community has deemed necessary. In general, he is responsible for more than a dozen areas of school operation; therefore, he must be a person highly skilled in financial and personnel management.

Within the organizational patterns previously referred to, the school business administrator serves in an important capacity. In large school districts under the unit control plan, he would be one of a number of assistant superintendents who would make up the superintendent's cabinet—the advisory body to the superintendent. This officer might also act for the superintendent at his direction in the same manner as any of the other assistant superintendents might act. This places the position in the category of major responsibility because it represents one member of the team that helps to determine school district policy.

In many school districts, the school business administrator is the second in command, and has a title such as Deputy Superintendent or Educational Resources Administrator. In many communities, this official is required to have the same certification requirements as the superintendent or other top school administrators.

Changing Nature of the Administrative Team

While the nature of the administrative team is changing due to the emergence of specialists in such areas as personnel, communications, legislation, pupil personnel services, transportation, legal services, data processing, food service, special education, negotiations and labor relations, facilities management, grants management and numerous other facets of both education and business activities, it is still imperative that all such leaders act in concert as members of an administrative team.

Many of these specialists are added to keep up with the increasing demand for knowledge and skills in these rapidly expanding fields of expertise. Still others are being added because of the impact of public demand; the results of legislative mandates for new services; and the development of new technologies and new situations. Appointees concerned with energy management, data and information management, special education, state and federal programs and senior citizen programs are specific examples of these new administrative team members.

It should also be noted that while new team competencies are being added, there are counter-forces in the shape of declining enrollment and decreasing financial resources. These are also forcing many districts to reduce and consolidate administrative positions. Hence, it is increasingly important that the members of the administrative staff act as a coordinated team, whose efforts are mutually supportive and effective.

Every team member should understand that we do everything we accomplish through the efforts of other people. No person can exist or survive without dependency upon others. Our clothes, our food, our shelter and our work opportunities and endeavors are all the result of a team effort. Public Education is a unique manifestation of society's effort to "be our brothers' keeper," and to provide a means whereby each person may have opportunities to grow and develop to the maximum of his or her potential. Thus, it epitomizes both the team and service concepts. Simply stated, the successful school business official works as a member of the team which provides educational services to those who wish to learn.

The Service Concept

School business administration is not an end in itself. It exists for the sole purpose of facilitating the educational program of a school and school district. It should operate to support the teacher in the classroom, the principal in the school, the school board and central administration as each strives to fulfill its responsibilities toward the accomplishment of the required educational mission.

The school business administrator is the position usually charged with the responsibility of performing or directing the services designed to support the instructional program. The person who holds this position should be a highly qualified member of the superintendent's staff acting in his or her behalf on matters relating to the management and effective utilization of fiscal, personnel, material and physical resources.

The best school business official is one who understands the primary goals of education and who works closely with others in promoting the best education his community can afford. The effective school business administrator imbues his staff with an understanding of the important role of education in our society, and inspires staff members to have a zeal for service. These staff members are led to appreciate how the work of the non-instructional personnel helps to maintain and strengthen effective inter-relationships with the community. By furnishing their services in a manner perceived by the community and staff to be efficient, economical and supportive, the business staff can contribute much to the continuing community support of the educational enterprise.

General Responsibilities - Basic Functions of Management

Because the school business administrator is a part of the management team, this officer must first understand what a "manager" is, and what a manager does. An effective school business administrator must be a good manager, and will understand the nature of the basic management functions.

Various groups and writers have identified different functions to explain the management process. Fayol (1916) has been credited with identifying the original list of management functions. Hill (1960) expanded and applied a similar list to school business administration. McGuffey (1980) identifed a similar list of seven functions. These functions are described in the following paragraphs.

Planning—From a procedural standpoint, planning should occur before any other management function. Planning involves setting goals; formulating and recommending policy; forecasting and assessing needs; and considering alternative strategies for meeting identified needs. It is an attempt to look ahead and to prepare for the future by anticipating opportunities and difficulties, and setting a plan of action to achieve a selected objective or goal.

Organizing—Organizing is creating and maintaining all the necessary conditions and relationships to achieve the planned objectives or goals. This requires combining the work tasks to be accomplished into homogeneous groups; assigning the work to those who are to accomplish it; and delegating the authority necessary to effect its performance. Within this process, proper coordination among individuals and groups must be clearly outlined and lines of authority properly established.

Staffing—Staffing means providing competent personnel to accomplish established goals. Staffing implies the ability to screen, select and employ personnel adequately qualified to fill the positions necessary to fulfill the needs of the organization. Staffing also involves establishing procedures for replacing and promoting employees, appraising their performance, improving their skills and developing a compensation system. Jobs and positions are created in this process. Each job or position created should have both a job description and job specifications.

Influencing or Directing—In order for an organization to accomplish its objectives, individual employees have to be motivated to achieve the objectives of the job for which each person is responsible. This management function has numerous

dimensions such as morale, employee satisfaction, employee productivity, communications and leadership. It involves directing people and procedures. Its purpose is getting things done with a maximum of self realization and effective participation by the staff.

Controlling—Controlling is regulating action in relation to a plan. The controlling function is the process that measures performance against standards and ensures that errors are corrected so that work is accomplished according to expectations. It assumes that those responsible for management can anticipate potential sources of deviation from performance standards and seek means of correction before occurrence, rather than after.

Three basic activities are necessary in establishing an effective control procedure: standards must be set and understood; performance must be checked against these standards; and a procedure must be developed to activate corrective action when and where required.

Editor's Note: Coordinating—In prior editions of this report, coordination was listed as a basic function of management. While not specifically included in McGuffey's list, it is implied in the function of controlling. However, because school administrators must frequently work with other agencies over which they have no control, it is important that their plans and objectives are coordinated. With such agency activities, therefore, this function is added and defined as follows:

Coordinating is obtaining the proper relation of activities of the people involved, with special emphasis on time and sequence of performance. It refers not only to activities directly under a specific manager's control but also to relationships and communication with activities outside the manager's immediate control.

Decision-Making—Decision-making is the selection of choices from among competing alternatives: conscious deliberations by a manager about the alternative ways to use available resources. It is a conscious effort at discrimination among alternative actions. Decision-making is basic to every function of management and is involved in all management functions. It should be a deliberate process in which the consequences of available alternatives are carefully weighed before a choice is made.

Evaluating—Evaluating is the process of determining the extent to which organizational goals and objectives are being met. It is a continuous process of determining whether or not the courses of action being taken and the performance results achieved are fulfilling the mission and goals of an organization. Every function of management, management activities and events should be under continuous appraisal. Both internal and external audits should be used to evaluate the performance of an organization.

The school business administrator is expected to perform the above management functions as they are applied to the tasks of school business administration.

The Tasks of School Business Administration

The Cluster Concept—Tasks delineate the work areas of school business administration. Tasks are best identified through broad task clusters that represent the work areas usually associated with school business administration. Numerous writers have identified work areas or task clusters in school business administration (Linn, 1956; Knezevich and Fowlkes, 1960; Hill, 1960, 1970; Jordan, 1969; Kaiser and Webb, 1974; McGuffey, 1980). McGuffey (1980) identified 28 task clusters—one general and 27 specific areas — after examining the work of more than 20 authors. He validated these 28 clusters through a survey of a random national sample of school business administrators. **These specific work/task clusters were:**

Capital Fund Management
Cash Management
Classified Personnel Management
Community Relations
Construction Management
Data Processing
Educational Facilities Planning
Educational Resource Management
Financial Planning and Budgeting
Fiscal Accounting and Financial Reporting
Fiscal Audits and Reports
Food Service
Grantsmanship
Insurance and Risk Management
Legal Control
Office Management
Payroll Management
Plant Maintenance
Plant Operations
Plant Security and Property Protection
Professional Negotiations
Property Management
Purchasing
Staff Development
Student Activity Funds
Transportation Services
Warehousing and Supplies Management

These clusters encompass many of the particular, specific tasks performed by practicing school business officials and school business administrators.

These clusters are also a careful deliniation of related task activities which are frequently used as the basis for subdividing the work of the school business administrator, and for establishing the responsibilities and authority limits of school business officials.

It should be noted that these clusters do not specifically include the broad spectrum of responsibilities for assessment, tax levying and tax collection activities required in many districts; such tasks as Elections, Bond and Tax referanda, Minute Book Management and Public Records and property custody functions; and similar duties, where by law in some states and provinces, the Board Secretary must or may be the School Business Administrator and Board Secretary or District Clerk simultaneously.

Shifts in Task Responsibilities—In his studies, McGuffey (1980) indicated a possible shift in what was once the domain of the school business administrator. A comparison of the work/task areas identified by Linn (1956) and Roe (1961) with those identified by McGuffey (1980) supports this premise. Differences were indicated in cash management, personnel management, educational facilities planning, property management and school activity and student body funds. This shift may be due to differences in responsibilities attributable to school district size and to changes in organization and staffing patterns in school districts. Others have noted the transfer of data processing research and public relations functions.

McGuffey also found that business administrators from smaller school districts attached more importance to the Financial Planning and Budgeting, Purchasing and the Fiscal Accounting and Financial Reporting work/task clusters than did business administrators from larger school districts. Some school business administrators also reported either "shared" or "no" responsibility for 12 of the task clusters described herein.

Furthermore, school business administrators in large school districts subdivided their work and delegated responsibilities more frequently while those in small school districts performed more of the work areas. It appears important to note that careful decisions are necessary in the determination of tasks to be assigned to the position. Careful role delineation is vital because the school business program is extensive, and there are many school business tasks involved.

Decentralization of Task Responsibilities—As a word of caution, it should be noted that most human activities or organizations function most effectively when there are clear cut delineations of responsibility and authority. Where inter-related functions are divided among individual staff members, there must be definite responsibilities assigned for coordination of such divided activities. It is for this reason that ASBO, AASA and NSBA have consistently supported the concept of "unit control" of school systems, rather than the "dual control" system which is mandated in certain states and provinces.

This "unit control" concept also has validity in relationship to the work of the school business administrator. Where this officer's functions are too widely scattered, with diluted authority and responsibility, the final results have not been good. Unfortunately, some administrators have found that where responsibilities are widely spread, some important areas get overlooked, or "fall within the cracks", and are not effectively administered until an emergency arises. It is still a "truism" that "What is everybody's business, is or soon becomes nobody's business", and as a result, a number of districts which have dispersed their administrative tasks, are now re-consolidating them.

It should be noted that declining enrollments, the elimination or drastic reduction of state and Federal subsidies, and the tightening of local tax supports are also accelerating this re-consolidating trend.

Major Areas of Responsibility

The school business administrator, as a member of the superintendent's cabinet and advisory body, is a part of the team that helps to develop and recommend and thus determine school policy. Therefore, it is important that this officer's responsibilities be well defined and that he be given the authority to act. This authority is vitally important because it allows him to be uninhibited in discharging his assigned responsibilities within the framework of the established, overall policies of the district. This kind of environment also provides the educational administrator with relief from worry about the functions of school business management. The educational administrator can depend upon the school business administrator to provide information to increase his own effectiveness in public education.

Whether one or more persons represent the business area may not matter so long as there is adequate representation on the superintendent's leadership team. The superintendent's team develops and recommends both policies and procedures dealing with the total educational program.

It is now more clearly understood that most educational decisions have financial consequences. Similarly, most dollar decisions have educational consequences. Therefore, it would be a tragic error not to have the school business area properly represented when such decisions are being made.

With the foregoing concepts for background information, major areas of responsibility for the typical school business administrator may be classified.

In the past, many specific tasks of the school business administrator have been laboriously described and catalogued. However, because of the individual profile of each community, it is useful to concentrate on the major areas of responsibility or functions of the school business administrator which will be performed in cooperation with all members of the staff having related administrative responsibilities. These work/task areas are as follows.

Financial Planning and Budgeting—This work/task area involves the preparation of the educational budget, the reconciliation of available resources and expected revenues with the fiscal needs of the school or school district, the development and operation of a fiscal control system to monitor and verify school expenditures, and continuous appraisal of the adequacy of the educational budget.

To accomplish this task area, the school business officer: assists in coordinating the views of administrators, teachers and citizens in translating the educational needs and aspirations of the community into a composite financial plan; understands the effect of the educational program on the financial structure of the community and exercises sound judgment in maintaining a proper balance between the two; conducts long-term fiscal planning in terms of community resources and needs; is

sensitive to the changing community, particularly in regard to the economy, and is alert to all sources of new revenue and outside events which affect the community; should be well versed on taxation at all levels; recognizes that he is constantly dealing with scarce resources and endeavors to employ systems analysis and the concept of planning-programming-budgeting-evaluating systems to all aspects of financial planning in order to provide his district with the best educational experience for each dollar spent or resource used.

In some school systems with large pupil populations, this task area, plus cash management, is placed under an officer called a comptroller who sometimes is directly responsible to the school board. This form of organization is not recommended.

Purchasing and Supply Management—This work/task area provides for the procurement of supply and equipment needs of the school or school district, the preparation of supply and equipment items and the authorization of payment of supply and equipment invoices.

In operating this function, the school business officer is responsible for all purchases, including equipment and supplies for ongoing programs, and for new buildings as well as for existing ones; considers the educational implications associated with each purchasing decision; prepares suitable specifications and standards; and utilizes good purchasing principles and procedures. Within this context the school business officer is also responsible for warehousing, storing, trucking and inventory control. (In a few districts, Warehousing and Supply Management are separated from the Purchasing function, and is therefore separately described).

Warehousing and School Supply Management—In some school systems, warehousing and supply management is separated from the purchasing function. (It is interesting to note, however that in some of the larger districts where these functions have been separated, they are now being reconsolidated purportedly to improve efficiency and economy.) Frequently, this function when so separated is assigned to the Plant Operation and Maintenance section. That section usually has trucks, maintenance and messenger vehicles and mail distributing facilities. It has the most frequent need for maintenance and repair supplies, and has the facilities for storage of bulk items such as furniture, band equipment, textbooks and other space consuming items.

The responsibilities involved in this work/task area include the development of a warehousing plan; implementing the warehousing program; recruiting, selecting and assigning personnel to jobs in the program; establishing a stock locator system; coordinating and monitoring the stock receiving, storage and distribution system; and conducting a periodic internal audit of the warehouse stock. Other responsibilities include the development of an appropriate warehouse inventory system; the arrangement of physical stock in the warehouse proper; the preparation of a warehouse catalog; and the continuous appraisal of the warehousing program. In many school systems, this task service area would also involve selling surplus items and conducting all salvage and disposal programs as authorized by the district.

Plant Planning

Plant Planning and Construction—In this area, the school business officer works with administrators, teachers and lay personnel in determining and planning for school plant needs and in acquiring school sites and managing school property after the educational standards have been determined; and works with architects to see that needs are properly translated into final plans, with attorneys and financial advisors to effect suitable financing, with bidders to secure economical contracts and with contractors to provide satisfactory building facilities.

Educational Facilities Planning—This work/task area involves the determination of school plant needs of the district; the development of short and long range plans to meet those needs; the preparation of educational specifications; organization and staffing of programs to carry out responsibilities; coordination and monitoring of staff activities; and providing a system for the continuous appraisal of the educational facilities planning program.

School Construction Management—This work/task area involves responsibilities that require the development of a comprehensive plan for the construction and modernization of school plants in the district; the management of the school construction program; recruiting and staffing the program; keeping the superintendent and school board informed regarding the progress of the program; assisting with the selection of architects; making periodic inspections and monitoring construction; authorizing payments to contractors and providing a system of continuous appraisal of the on-going and proposed construction program.

Disposal, Conversion or "Mothballing" of Facilities—In the wake of sharply declining pupil enrollments, one of the emerging responsibilities of the school business administrator in *many* school systems is to assist the chief school officer and the school board in evaluating the educational utility of existing school plants, and to establish an order of priority for the disposal, conversion or mothballing of facilities. In this area, the school business officer works with community agencies and the school research and pupil personnel staffs in determining the long-term potential need for particular school buildings and facilities. He works with the maintenance and operations staffs in determining the comparative costs of utilizing different facilities and/or the relative merits of modernizing one facility versus another.

The potential impacts of curriculum reorganization or modification of instructional delivery systems, different academic organizational formats, the modification of school district boundaries and future community demographic and economic trends must all be studied, and eventually an acceptable set of criteria for the deselection of school facilities must be established.

Once it is determined that a particular school facility is to be taken out of service, the school business administrator frequently works with other community agencies in determining how that school plant is to be disposed of.

In recent years, school plants have been converted into municipal government facilities, such as Town and Village Halls; Senior Citizens Housing complexes; Libraries; Low rent housing projects; and other neighborhood agency and program centers. In addition, some have been sold for private development into garden apartments, loft storage buildings, churches, office and professional centers, stores and for many other uses, including private and parochial schools.

Many districts have also converted surplus school buildings into school administration and office centers, maintenance shops, storage warehouses, adult and youth program centers, Senior Citizen feeding centers and specialized training facilities for federal and state programs. In some cases, these buildings have been used as pre-school and day-care nurseries, and as general community recreational and activity centers.

In still other cases, where future pupil population trends and school housing needs are difficult to predict, or are subject to volatile community economic and employment trends, school facilities have been kept on a "mothballed" or standby basis.

Facilities and Plants

Operation and Maintenance of Plant—In this work/task area the school business officer has the responsibility for providing, operating and maintaining facilities which will assure maximum educational utility as well as a healthful, comfortable, safe environment for pupils, teachers and the public.

School Plant Operations—This work/task area is responsible for determining the plant operation needs of the school district; developing a plan and implementing a program to meet those needs. Other responsibilities include the development of policies and practices for school plant operations; the recruitment, selection and training of personnel; and the continuous systematic appraisal of the school plant operations program.

School Plant Maintenance—This work/task area is responsible for the preparation of a comprehensive plan for the management of the plant maintenance program; the implementation of the program; the recruitment and assignment of personnel and the organization of the staff; the coordination of work activities; and the continuous appraisal of the program.

Plant Security and Property Protection—The responsibilities of this task area include the planning and development of a comprehensive program of property protection including plant security, safety and fire protection. The activities involve the organization of the program, the recruitment, selection and assignment of personnel to jobs, the coordination and monitoring of the program, the development of a management control system and the continuous appraisal of the property protection program.

Community Use of School Facilities—The school business officer, working with the plant operations personnel, instructional staff, community leaders and lay citizens, plays a key role in developing policies and procedures for community use of school facilities. The lighted school house is an important manifestation of good community relations. Citizens now expect their expensive school plants to serve a variety of school and community activities. The development of reasonable and adequate usage regulations, the establishment of fee schedules for such use and the operation of permit approvals and events scheduling are important facets of this function.

School Community Relations—The responsibilities in this work/task area include developing and implementing a community relations plan involving school business affairs; providing appropriate information to the chief school officer and the school board regarding the business operations of the school district; communicating accomplishments, needs and services of the school business operations to the community; utilizing various media to provide public understanding of school business affairs; and the continuous appraisal of community response and feedback regarding the school business program of the school district.

Working in this area, the school business officer helps interpret the educational program to the public by preparing materials for distribution, addressing and working with service clubs, the PTA and citizens' committees, and through contacts with press, radio and television services; providing the superintendent and other staff members, as well as the school board, with facts that help them in their relations with the public; and interpreting the business area of educational programs to the public and to the educational staff.

Personnel Management

Personnel Management—The responsibilities in this work/task area include recruiting or helping to secure personnel for all positions in the area of school business management; handling individual and group problems related to working conditions, benefits, policies and procedures; and providing guidance and information in connection with severance from service for all personnel.

Non-Instructional Personnel Management—The responsibilities of this work/task area include developing a management plan; recruiting and assigning personnel; preparing job descriptions; appraising work loads; maintaining a personnel records system for non-instructional personnel; and the continuous monitoring and appraisal of the non-instructional personnel program. Other responsibilities include developing an orientation program for new personnel; formulating a wage and salary plan; evaluating the performance of non-instructional personnel; and developing a program for producing agreements on working conditions, salaries, wages and benefits between the school district and non-instructional personnel.

In-Service Training for Non-Instructional Staff Development—This work/task area is responsible for determining needs for staff development among the business personnel; preparing and implementing a staff development program; and providing

for the continuous appraisal of the program. Specific responsibilities in this area include: organizing and directing a program of in-service training aimed at increasing the skills of school business management personnel and at developing proper attitudes toward the educational objectives of the school district.

Collective Negotiations—The responsibilities of this work/task area include preparing plans for collective negotiations pertaining to various employee groups; developing negotiations strategies; analyzing and evaluating employee proposals; and directing the negotiations process. Other responsibilities involve interpreting negotiated contracts to management personnel and the continuous appraisal of policies, practices and procedures used by management in the negotiations process.

Employee Benefits Programs—It is generally the responsibility of the school business officer to oversee the administration and operation of various employee benefit programs. Pension and retirement contributions and deductions, health and hospital insurance, dental insurance, sick leaves, personal leaves, sabbatical leave payments, vacation allowances, cumulative sick leave and similar benefits are frequently operated as auxiliary records of the payroll operations. The majority of districts require the school business officer to make periodic reports to employees on the status of such benefits, and many districts present updated accumulation totals on various withholdings, contributions, voluntary deductions for United Fund, Government Bond purchases, voluntary credit union withholdings, cumulative sick leave and cumulative vacation credits on periodic payroll reports or regular paycheck stubs. The volume of records connected with these benefit plans are an emerging and constantly increasing task for the business operation of school districts.

Payroll Management—The responsibilities of this work/task area include developing salary schedules; verifying employee services; preparing checks or warrants used in salary payments; authorizing the release of salary payments; funding payroll accounts; preparing special reports required for income tax, social security and retirement and numerous special withholdings; and the continuous appraisal of the payroll management program.

Fiscal Accounting and Financial Reporting—This work/task area provides for establishing procedures for classifying fund and receipt accounts; managing the fiscal accounting systems as well as budgetary controls and current operations reports; preparing financial reports and submitting them to the local school board and state board; coordinating and monitoring fiscal accounts; and the continuous appraisal of the accounting system. Specific responsibilities include establishing and supervising the accounting system necessary to provide school officials and administrators with accurate financial facts as the basis for formulating policies and decisions; providing the proper safeguards for the custody of public funds; and making possible complete and revealing reporting both locally and statewide.

Cash Management—This work/task area involves planning for the management of temporarily idle school funds; preparing a cash investment program; monitoring invested funds; reporting investment activities to the school board; and the continuous appraisal of the investment program.

Fiscal Audits and Reports—This work/task area is responsible for developing a plan for the continuous internal audit of fiscal records to assure: regularity and accuracy of fiscal records; preaudits to prevent unauthorized or illegal expenditures; the systematic investigation, verification and critical review of financial operations by an independent auditor; regular reports of fiscal effectiveness to the chief school offices and school board; and the continuous appraisal of the fiscal operations of the school district.

Insurance and Risk Management—The responsibilities of this work/task area involve preparing a plan to meet the insurance needs of the school district; determining the coverages needed; establishing the insurable values of buildings and their contents; determining procedures for procuring insurance coverage; reporting losses and filing claims; maintaining appropriate records; and the continuous appraisal of the adequacy of the program.

Capital Fund Management—Activities in the capital fund management work/task area involve determining fiscal needs for the building program of the school district; short and long range planning for financing capital improvements; determining methods of financing capital needs; preparing the capital fund budget; making debt service payments; and accounting for school bond payments and debt service revenues and expenditures.

School Property Management—This work/task area is responsible for developing a comprehensive plan for a property management program; organizing the program and continuously evaluating the program's effectiveness. Other responsibilities include developing a property accounting system; maintaining an up-to-date inventory of district property; coordinating and monitoring the use of school property; and making periodic reports on the status of property owned and used by the school district.

School Activity Funds—The responsibilities of this work/task area include preparing a district-wide plan for the management of school activity or student body funds; recommending policies, rules and regulations regarding the management of school activity funds; and continuously evaluating the management of the program. Other responsibilities include the internal audit of school activity funds; establishing appropriate records and reports; and preparing an accounting manual to guide the management of school activity funds.

This work area also includes similar procedures for school-based *internal funds* which are legally required to be handled as funds of the district, such as library fines, laboratory and locker fees, instrument or equipment rentals and similar items.

Grantsmanship—The responsibilities of this work/task area include preparing an annual plan for seeking and obtaining grant funds; making contact with public agencies and private foundations to obtain grants; preparing and assisting with the preparation of grant proposals and applications; providing fiscal data needed for grant applications; performing the accounting functions relative to grant funds; and submitting fiscal reports to funding agencies or foundations.

To accomplish these tasks, the school business officer assists in obtaining special educational funds from private foundations, from state or provincial departments

of education, from state or provincial legislatures and from federal sources; makes certain that proposals are administratively sound from the business point of view; insures that records are maintained and financial reports published; and requires termination audits of funds and services as evidence of good stewardship.

Data Processing—The responsibilities in this work/task area are to determine the data processing needs of the business operation; develop a plan for the use of data processing in the storage and retrieval of information in the business affairs of the district; to recruit, assign and organize personnel to perform jobs in data processing; and to continuously appraise the program.

To achieve these results, the school business officer, when desirable, introduces data processing to provide better and more complete accounting records; and may establish or assist in establishing appropriate data banks, electronic files and data processing procedures to provide management information for appropriate decision-making, forecasting and evaluation.

The data processing function is capable of service in many non-business facets of school operations. Student scheduling, grade reporting, pupil personnel records, census and attendance data, personnel and educational materials resource files, instructional equipment and supply distribution procedures, student testing, teacher and class profiles, instructional research and many other applications of data processing are all in use in school systems. Hence, the effective school business officer will promote the optimum use of this expensive service for both business and non-business functions.

Office Management—This work/task area is responsible for operating the central business office. Specific responsibilities include office organization; recruiting, selecting and assigning personnel to positions in the school business office; monitoring, controlling and evaluating the work of the business office; designing, controlling, and using business forms; selecting and using office machines and equipment in school business operations. To perform these tasks, the school business officer supervises clerical personnel in the business office(s) and, upon occasion, in other school offices; reviews form design and updates form requirements as needed; and establishes procedures for recordkeeping and maintaining all records that prudence and legal requirements demand.

This officer will set performance standards, establish standard operating procedures and frequently will be required to produce "job manuals." This work/task area especially requires skill in establishing various "check points" to determine the effective workflow of paper processing and evaluation of actual services which are the desirable end product of a school district's business office activities.

Legal Control—The responsibilities of this work/task area involve a number of activities related to the law and regulation of school business matters and may include preparing employment contracts for personnel; vendors' contracts; assisting with the selection of an attorney for the school district; preparing rules, procedures and regulations pertaining to school business affairs; participating in the resolution of legal problems pertaining to the sale and acquisition of school properties; participating in the opening of bids and awarding of contracts; evaluating school board

resolutions publication of official notices and reports; advertising for goods and services; and making a continuing assessment of the potential legal exposure of school board members and school personnel to liability and litigation.

School Transportation Services—School transportation responsibilities include continuous planning of the transportation program; program organization; recruiting, selecting and assigning personnel to jobs in the program; and the continuous evaluation of the program. Other responsibilities include developing and implementing a transportation safety program; providing adequate bus repair facilities; developing and continuously monitoring a bus routing plan; conducting a driver training program; organizing and operating an adequate bus maintenance repair, spare parts and supply service; and maintaining fuel and vandalism security programs.

In some districts, the officer in charge of this service works closely with the census and attendance function in establishing eligibility zones for transportation at various grade levels, in adjudicating demands for transportation services, in issuing bus passes and in enforcing disciplinary codes for student behavior on buses.

In districts where transportation is furnished by private contractors, the school business officer must establish specifications, secure legal bids, supervise the contract operation and administer claims, payments, penalties and contract and service adjustments as changing conditions may require.

School Food Services—This work/task area involves responsibilities for the development of a comprehensive plan for operating the school food service program; recruiting, selecting and assigning school food service personnel; budget preparation; establishing the price of school lunches served; and coordinating the appraisal of the food service program. Other responsibilities include internal audits of school food service accounts and the planning and provision of the physical arrangements of food service programs.

Other functions include purchasing food supplies and equipment; preparing specifications and administering major contracts with dairy, bakery and staples vendors; operating food storage (satellite and central kitchens); and refrigeration, trucking and distribution systems. This work/task area usually involves establishing eligibility procedures for free or reduced cost meals; administering federal and state grants reporting and accounting procedures; and, in some districts, may also involve pre-school breakfast and community adult feeding programs where effectively administered by either district personnel, or by contract vendors, the food service program is closely articulated with the overall nutrition and health education programs of the district.

Educational Resource Management—This work/task area involves responsibilities of systematizing the planning of the total business operation; preparing goals and measurable objectives in cooperation with the chief school officer and lower level management staff; utilizing techniques of systems analysis in assessing the needs of the total school program; utilizing program budgeting procedures in preparing the district budget; preparing a multi-year program budget; and the contin-

uous evaluation of the effectiveness of the allocation and use of resources by all school district programs.

In some districts, the concept of "business administrator" has been expanded to include the overall operations of many or all resources available to the school system, both of the system itself and those outside the system. To cover this concept, the titles of Associate, Assistant or Deputy Superintendent for Business and Administration, or for Supportive Services, or Educational Resources Manager have been used. This officer recognizes that he is constantly dealing with scarce resources and endeavors to employ systems analysis and the concept of planning-programming-budgeting-evaluating systems to all aspects of financial planning in order to provide the district with the best educational experience for each dollar spent or resource used while considering the multi-year or long term impact of all aspects of the educational program.

General Management—As indicated in the section dealing with the basic functions of management, the school business administrator is first, a manager, and must perform the functions of a manager. Therefore, the responsibilities of the general management work/task area involve developing a comprehensive plan for the operation of the school business program; formulating organizational goals and structures; staffing the total program; coordinating and monitoring the program; developing and operating a management control system that keeps work activities on target; and the continuous appraisal of the business operation.

Duties of the School Business Administrator

Duties of the school business administrator derive from the assignment of major responsibilities. If construction management responsibilities are assigned to another staff member, clearly the school business administrator will have few duties to perform in the construction management work/task area. Duties derive from responsibilities which in turn are dependent upon school district size and organizational structure.

The ways in which school business administrators manage their programs differ according to the size of the school district. In large districts, school business administrators must divide their work and may delegate selected activities. Their duties may thus be that of organizing, delegating, monitoring and controlling those activities. In small school districts, the business administrator's duties may be more directly involved with performing specific activities while delegating others.

The duties of the school business administrator may also vary with the type of school district organizational structure. In small school districts (those with fewer than 1,500 students) the school business administrator has responsibility for all business affairs of the district. In others, school business affairs may be divided among several professionals due to the highly specialized nature of these responsibilities. For example, educational facilities planning, personnel management, data processing, grantsmanship, collective negotiations and community relations are highly specialized areas that may be assigned to other professionals on the super-

intendent's leadership team. Thus, the school business administrator may either share or have little or no responsibility in these areas.

Clearly, the job/role definition of the school business administrator is complicated. Careful role delineation is essential since the potential of the school business program is extensive. Great care must be taken in the determination of the responsibilities and duties assigned to this important position.

Typical Duties

In order that interested school people and lay citizens may have a broader understanding of the kinds of duties typically assigned to the school business administrator, a list of frequently performed functions has been compiled. The list may be helpful to school board members, school administrators and others who are concerned with establishing the position of school business administrator in a system which does not have one. It may also be useful in comparing existing assignment of duties in the several types of systems. Because of the great variations in district size, the following functions may be assumed by one person or assigned to several individuals. The list that follows is not all inclusive.

I. Financial Planning and Budgeting
   - A. Budget compilation, in coordination with educational planning
   - B. Long-term fiscal planning-operating budget
   - C. Estimating
     1. Receipts
     2. Disbursements
   - D. Budget control
   - E. Fiscal relationships with other government units
   - F. Use of systems analysis and PPBES
   - G. Cash flow management

II. Accounting
   - A. General fund
   - B. Capital reserve funds, trust funds and special purpose grants
   - C. Construction funds
   - D. Internal accounts
   - E. Student activity funds
   - F. Voucher and payroll preparation
   - G. Inventory
   - H. Attendance, census, tax roll accounting
   - I. Government tax and pension accounting - categorical aids
   - J. Special trust funds
   - K. Cost accounting - cost analysis - unit and comparative costs - cost distribution
   - L. Student stores, bookstores
   - M. Source documentation
   - N. PPBES - ERM concepts and procedures
   - O. Employer benefits accounting - vacations, sick leave, seniority status
   - P. Petty cash funds

III. Debt Service and Capital Fund Management
- A. Long- and short-term financing
- B. Maturities and debt payments
- C. Long-range capital programs
- D. Investments and cash flow
- E. Reporting
- F. Bond and note register
- G. Debt service payment procedures
- H. Short-term debt management
- I. Revenue anticipation loans; emergency loans
- J. Bond prospectus
- K. Credit data - credit ratings

IV. Auditing
- A. Pre-audit, or internal, procedures
- B. Determination that prepared statements present fairly the financial position
- C. Propriety, legality and accuracy of financial transactions
- D. Proper recording of all financial transactions
- E. Post-audit procedures
- F. External audits
- G. Reconciliation of internal and external audits
- H. Legal advertising and reporting

V. Purchasing and Supply Management
- A. Ethics in purchasing
- B. Official purchasing agent designation
- C. Legal aspects of purchasing and contracting
- D. Purchase methods - seasonal and off-season buying
- E. Stock requisition and buying cycles
- F. Standards and specifications
- G. Requisition and purchase orders
- H. Purchase bids
- I. Cooperative purchasing - state contracts, local contracts
- J. Testing and value analysis
- K. Purchases of supplies and equipment
- L. Warehousing and distribution procedures
- M. Storage, delivery, trucking services
- N. Inventory controls
- O. Management of supplies, furniture, equipment
- P. Computerized purchasing and supply management

VI. School Plant Planning and Construction
- A. Establishment of educational standards for sites, buildings and equipment
- B. Plant utilization studies
- C. Projections of facility needs
- D. Design, construction and equipment of plant

E. Safety standards
F. Contracts management
G. Architect selection

VII. Operation of Plant—Custodial, Gardening, Engineering Services
A. Standards and frequency of work
B. Manpower allocations
C. Scheduling
D. Inspection and evaluation of services
E. Relationship with educational staff
F. Operating of related school-community facilities, such as recreation, park, museum, library programs, etc.
G. Community use of facilities
H. Protection of plant and property
I. Security and police forces
J. Salvage, surplus and waste disposal

VIII. Maintenance of Plant
A. Repair of buildings and equipment
B. Upkeep of grounds
C. Maintenance policies, standards and frequency of maintenance
D. Scheduling and allocation of funds and manpower
E. Modernization and rehabilitation versus replacement

IX. Real Estate Management
A. Site acquisition and sales
B. Rentals, leases
C. Rights-of-way and easements
D. Assessments and taxes
E. After school use of buildings
F. Dormitories, student unions, concessions

X. Personnel Management
A. Records
1. Probationary and tenure status of employees
2. Sick leave and leave of absence
3. Official notices of appointments and salaries
4. Retirement data and deductions
5. Salary schedules and payments
6. Individual earnings records
7. Withholding, tax and group insurance or fringe benefits
8. Civil Service and Social Security
9. Substitute and part-time employees
10. Dues checkoffs
B. Supervision of non-instructional staff
1. Recruitment
2. Selection
3. Placement
4. Training
5. Advancement

6. Working conditions
7. Disciplinary action
8. Termination of services

C. Relationship to instructional staff
1. Good will and service concept
2. Cooperation in procurement
3. Cooperation in budget preparation
4. Information on pay and retirement
5. Personnel records and reports

XI. Permanent Property Records and Custody of Legal Papers
A. Security and preservation of records
B. Maintenance of storage files
C. Purging of records no longer legally required

XII. Transportation of Pupils
A. Policies, rules, regulations and procedures
B. Contract versus district-owned equipment
C. Routing and scheduling
D. Inspection and maintenance
E. Staff supervision and training
F. Utilization and evaluation of services
G. Standards and specifications

XIII. Food Service Operations
A. Policies, rules, regulations and procedures
B. Staffing and supervision
C. Menus, prices and portion controls
D. Purchasing, storage and distribution
E. Accounting, reporting and cost analysis
F. In-service training
G. Coordination with educational program
H. Procurement and operation of contract services

XIV. Insurance
A. Insurance policies
B. Insurable values—buildings and contents
C. Coverages to be provided
D. Claims and reporting
E. Insurance and procurement procedures
F. Insurance and claims record
G. Distribution of insurance to companies, agents and brokers

XV. Cost Analysis
A. Unit costs
B. Comparative costs
C. Cost distribution studies

XVI. Reporting
A. Local financial and statistical reports

B. State financial and statistical reports
C. Federal financial and statistical reports
D. Miscellaneous reports
E. Required legal advertising
F. Relationships with public information media

XVII. Collective Negotiations
A. Service on management team when required
B. Preparation of pertinent fiscal data for management team
C. Development of techniques and strategies of collective negotiations
D. Sharing of proper information with employee units
E. Use of outside negotiations, agencies
F. Mediation, arbitration, grievances

XVIII. Data Processing
A. Selection of system
B. Programming
C. Utilization of systems analysis
D. Forms preparation
E. Broad use of equipment for all pertinent applications

XIX. School board policies and administrative procedures as related to fiscal and non-instructional matters

XX. Responsibilities for elections and bond referenda

XXI. Responsibilities for school assessment, levy and tax collection procedures as may be set by law

New Areas of Responsibility

Because of the complexity of our contemporary society, the school business administrator must view his role as greater than the functions, duties and responsibilities actually assigned to him. One new area involved in his expanded role is that of educational public relations. The school business administrator must communicate and interact with decision makers in the community because the business of the school cannot be isolated from the community it serves. In recent years, tax payers have become more knowledgeable about and concerned with the educational process and its financial operations. Therefore, it is becoming increasingly essential for the school business administrator to establish a direct line of communication between the school system and the public. These communications should be in conformity with guidelines established by the school board and the chief school officer.

The school business administrator must assume a prominent role in preparing and providing information to the public concerning school business operations. This type of community involvement can be of significant importance to the concept of school business administration and, when handled properly, can have a positive impact on community decisions on school operations.

In an institutional context, the school business administrator must recognize that the institution of the school is only one of many in the community. The school cannot be an isolate, but must work to see that its goals are consistent with the larger goals of the total structure of the community.

Within a school system itself, there exist sub-institutions which require the administrator to exhibit sustained collective action. Therefore, this administrator must be dependent upon interchange with the larger system — the total school organization and the total school business community organization.

Certain work/task areas described herein have emerged as a part of the educational environment in recent years. Professional negotiations in some areas either do not yet exist or are in their infancy. Community relations, while always important, has taken on a new perspective in light of declining enrollments and more conservative fiscal trends. Computer technology is changing so rapidly that the trend toward data processing has been given a tremendous thrust in small and large school districts alike. This is to suggest that the future of school business administration will, of necessity, require involvement in these areas to a greater extent than in the past, even though that involvement may be a shared one.

The energy problem is not likely to disappear. This issue is pervasive in that plant operation, new construction, plant modernization, establishing energy conservation practices and programs by staff and pupils, budgeting, school transportation, food service and many other areas of school business concerns are impacted by it. Whether this should become a major responsibility area for management is not an issue. It is and will likely continue to be.

In these new areas, and in all others under this officer's jurisdiction, the school business administrator must give evidence of professional competence. There is no monopoly on good business practices. The advice of the school business manager on business affairs of the community should be sought. He should be prepared to assist the superintendent and the school board in interpreting, presenting and planning school financial programs.

Especially in times of economic crunch, this officer must realize that the skills used in the past are no longer sufficient to do an effective total job. He must learn new techniques and new approaches so that he can effectively and directly contribute to and strengthen the educational objectives of the community.

Editorial Comment

As this report was going to press, the Pennsylvania Association of School Business Officials (PASBO) established a program for a series of workbooks on areas of school business administration responsibilities. These proposed reports summarize an "updated look" at the tasks of the school business official. Some 30 committees and over 200 members will issue reports on topics as listed in Appendix A. The first reports in the series are scheduled for publication in late 1983.

Chapter 3

The Place of the School Business Administrator In the Total Organization of the School System

IN the administration of schools in unit control areas, the superintendent of schools now assumes quite a different role than was practiced in previous years. No longer

is he confining himself to the minutiae of the task, but he is becoming a leader and coordinator of the total educational effort. Blocking the total tasks of education into broad areas and employing *professional* assistance gives the school superintendent an opportunity he has never before had to continually overview the work of the school system as it is directed toward educational efficiency. In this time of transition for the superintendent, the role of the professional school business administrator becomes increasingly significant.

Management is a process. With the changing role of the superintendent, there is emerging a clearer concept of the nature of leadership and management. We now know that management is a *process* whereby aims, knowledge and skills are put into action. It is a decisive, intellectual process leading to successful and fruitful accomplishment of clearcut purposes. We now also understand that management, as a process, is composed of exact functions. The entire process can be studied so that its aims can be understood and so that the knowledge and skill necessary to achieve those aims can be put into application. A prior section of this report identifies important elements of this process.

Management is executive leadership. It identifies objectives. It makes things happen and gets things done *through the work of others.* It coordinates people, machines, materials, methods and money. It assigns duties and delegates authority to individuals. It departmentalizes work. It sets up supervisory-subordinate relationships. It establishes channels of communication and organizes a team performance directed toward specific goals.

The growth and complexity of our public school systems have necessitated a sharing of the responsibilities of the educational administrator. Not only are the schools serving more pupils and more segments of the population today than in previous years, but the educational program has been expanded so that it has become impossible for the educational administrator to handle all the matters that in the past have been associated with his position. The natural result has been the rapid growth of a professional staff of administrators to assume specialized areas of responsibility under the supervision of the school board and/or the superintendent of schools. One of the most important of these specialized areas is that of school business administration.

If school administration is defined as the coordination of ideas, personnel, materials, equipment and methods to best accomplish the most desirable educational results in the least amount of time and at the least possible cost, the importance of the school business management function immediately becomes apparent. Not only management skills, but also school leadership requires vision and insight to lift the aspirations of the total school staff.

In helping to promote this broad educational objective, the school business administrator attempts to establish sound business management procedures within the areas of his responsibility. By so doing, the school business administrator becomes a member of a team that works toward the successful realization of desired educational objectives.

Dual Control vs. Unit Control. In some states and in Canada, there has developed an organizational pattern in which the school business administrator is not responsible directly to a general administrator, but instead reports to the school board. This procedure gives the business administrator an equal status with the superintendent of schools. This plan is built on the concept that the superintendent of schools should be responsible for educational matters and the school business administrator should be responsible for business matters. Since business administration and educational planning are divided into two divisions and brought together at the level of school board action, this has come to be known as "dual control." "Dual administration" systems can and do work successfully in many communities.

By contrast, the "unit control" system places the superintendent of schools at the head of the school organizational structure, and the school business administrator, along with other administrators of major divisions, reports directly to him, rather than to the school board. The unit control system is based on the concept that the school system works best when administered under unified leadership. In this plan, the school business administrator acts as a part of the top team of management in carrying out broad policy objectives established by the governmental bodies having responsibility for education. In this capacity, he usually reports directly to the superintendent. He may also act for the superintendent as authorized and directed.

The school business administrator serves as a member of the superintendent's cabinet along with other members of the professional staff. In this capacity, he acts as an advisor to the superintendent on all matters dealing with the general administration of the school district and, especially, in matters associated with school business management. Within the area of his functions, this officer is required to have responsibility only to the superintendent and the school board and has authority commensurate with this responsibility. Because nearly every educational decision affects the financial and business operations of the district, and because nearly every financial and business decision affects the district's educational programs, it is essential that there be the closest possible working relationships among all members of the administrative team.

It should be noted that a system can work harmoniously only if qualified people are involved. A good organizational structure will enhance the success of any organization. In general, the special committee that prepared this report believes the "unit control" system to be preferable, unless otherwise dictated or established by law or custom.

Chapter 4

The Relationship of the School Business Operation to Other Areas of the Educational Organization

MANAGING a school district is a team operation. As a part of his responsibility, the school business administrator usually is in charge of all personnel not required to have educational credentials. Such noncertificated staff frequently includes clerical, custodial, operational, maintenance, data processing, transportation, food service, legal, inspection and plant planning personnel. The number of employees, the classifications of employees and the relationships of the group responsibilities depend in large degree upon the number and complexity of business tasks to be performed and the equipment and resources available with which to accomplish them.

Usually, the number and type of responsibilities assigned to the school business administrator will be determined by the school board at the policy level. Such policy decisions will in turn be interpreted by the superintendent of schools and his staff in the light of the conditions and requirements of the particular community.

In smaller school systems, the school business officer will perform many of the school business functions with the assistance of full- or part-time clerical and secretarial help. In some cases, business responsibilities may be divided between a business official and the superintendent of schools.

The larger the school system, the more likely it is that business functions will be divided among two or more individuals, each charged with one or more specific phases of the business responsibilities.

Perhaps the first division in the business office occurs with the appointment of a superintendent or supervisor of buildings and grounds whose functions involve overseeing the maintenance and operations of the school plant. In many communities this position has existed for a long time, in some cases preceding the establishment of a business office; it is not uncommon to find the school business administrator holding a coordinate rank with the superintendent of buildings and grounds in such an administrative organization. However, it is most common and desirable for the superintendent of buildings and grounds to be directly responsible to the school business administrator.

Another separation of function within school business which generally occurs early in the growth of school districts is the creation of the position of bookkeeper or accountant. Most often, the bookkeeping responsibilities are handled by an employee in the office of the business official. As the school system continues to grow, the position might be entitled chief accountant and may be further separated by the creation of subsidiary positions such as budget control officers and auditors.

Purchasing is usually a function of the school business administrator in smaller communities and frequently does not become differentiated into a separate area with specific personnel until school systems reach substantial size, perhaps 10,000 pupils or more. Even then, the purchasing activity will vary depending upon the laws of the various states with regard to competitive bidding. Once a separate purchasing department is established, the school business official then holds the personnel of that department responsible to him for the discharging of the purchasing duties. In the larger cities, the purchasing department may be further subdivided and may include a separate division for warehouse and inventory control.

In some districts, transportation is an important function warranting separate departmental status within the business office. Adequate supervision of the entire transportation operation is essential whether the transportation is performed by district-owned or contract buses. The supervisor of transportation is usually held responsible to the business administrator for carrying out the transportation operation efficiently and effectively. Responsibility may be further subdivided in the larger areas, especially in county units where the number of buses may exceed 100.

Food service is another area of responsibility of the school business administrator. Practice in respect to this matter, however, is not uniform. In some school systems, school food service is considered an educational activity falling directly under the control of an instructional officer. This may be advisable in smaller systems, but, in larger school systems, the school food service program is a major business operation and, as such, properly falls within the jurisdiction of the school business administrator. Ordinarily, a director of food service will head the food service program and will be responsible to the school business administrator for properly discharging these functions.

It is the responsibility of the school business administrator to see that all phases of the business activities are carried out in close cooperation and harmony with the instructional activities of the school district. Relationships with teachers, principals and other educational personnel must be kept on a cordial, cooperative basis if the business function is to succeed and if the educational program is to be well served. **The business official must always remember that the schools are established to teach children, that those who are charged with the responsibility for this teaching are the ones who require and will appreciate prompt and efficient services by the business department.**

Quite often a primary means of communication between the business department and the professional employees of the school system is through the medium of

requisitions filled out by teachers, principals and others, calling for the purchase of supplies and equipment; for alterations or improvements; or for the performance or maintenance of other work. It is through the intelligent, efficient and prompt handling of these requisitions in accordance with established policies that the business office builds and maintains good relationships with other personnel. Adoption of a high-handed, inquisitorial attitude by personnel in the business office will only lead to ill will and misunderstanding, making it more difficult for all to serve the educational needs of the community.

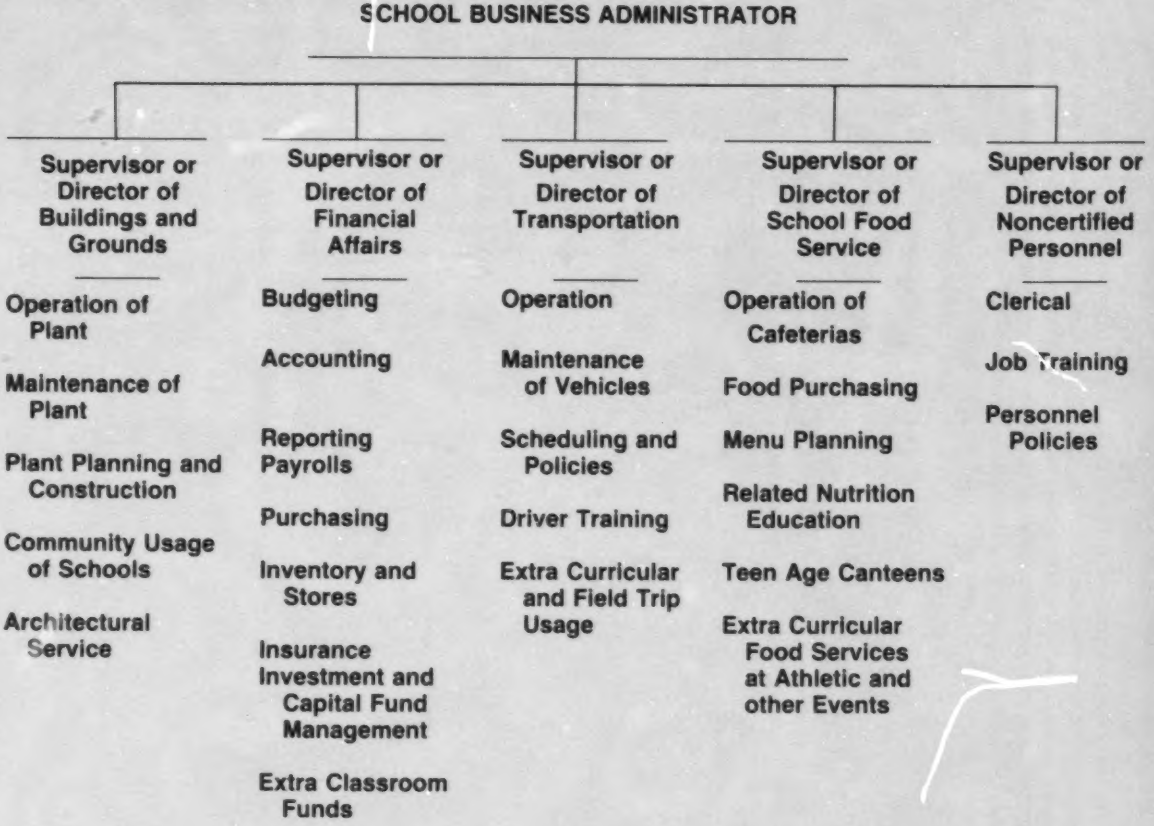
In view of the crucial need for good relationships with other members of the educational team, the business official should attempt to prepare and secure the adoption of sound policies and procedures in written form. Written policies and procedures should cover all the phases of business operations in the school system and should emphasize particularly those phases in which the professional employees are particularly interested, such as payroll, purchasing and supply distribution. Publication of policies and procedures enables the work of the business office to proceed in harmony with full support of the professional staff.

In districts where the business function has been divided and scattered among various levels of personnel, results have often been unsatisfactory, and in a number of the larger systems there is an evident tendency to re-consolidate the business and supportive services.

In summary, all major phases of school business activity should be coordinated and managed by the school business administrator who should be responsible for providing all necessary business services to support the educational objectives of the school system. All business staff activities should be reported through this officer to the superintendent of schools in a unit control system and to the school board in a dual control system. Above all, it should be recognized that business management is an intellectual process; that management, properly conceived and applied, brings order when purposes are known and organization is effective; and that nothing can substitute for personal competency in any assignment. A typical table of organization illustrating the school business "chain of command" appears on the following page.

In summarizing its concept of the role of the school business administrator, AASA's report on "Profiles of the Administrative Team" stated:

"The administrator for business affairs, who once played a semiclerical role as the handler of administrative details for the board of education, has evolved into a highly specialized and important member of the superintendent's administrative team. The effective incumbent in this position today is a leader who is well trained and competent in decision-making. He has high-level managerial responsibilities as well as staff responsibilities as an adviser to the superintendent concerning financial affairs and matters of general importance to the educational program. He is at the same time a specialist in the financial operation of the system, a director of the logistical support component of the system, a consultant and adviser to the instructional and administrative staff, an implementer of innovations in financial planning and operations, a practitioner of good public and human re-



Typical Table of Organization Illustrating the School Business "Chain of Command"

lations, and an active participant in the decision-making and policy-development processes within the system."

This report also suggested that there were needs for changes to provide greater opportunities for pre-service training and insurance opportunities for professional growth. It spoke of the need for improvement of techniques:

"*The increased competition for the public tax dollar is placing a greater demand on educators in general and business administrators in particular to justify educational expenditures. The public is demanding greater evidence of return for the dollars spent on education.*

"*The business adminstrator needs assistance from individuals in research, curriculum, instruction, technology, psychology and other areas if he is to develop budgetary procedures that will explain the costs of education in terms of services rendered and the product produced. It is imperative that these other fields of specialization be involved in the development of the desired techniques to ensure that the cost factor is not emphasized at the expense of the educational product — the child.*"

Challenges to be Met

As a member of the leadership team, the head of school business affairs must assume his proportionate share of responsibility for solving many problems which are outside the normal boundaries of business affairs. Formalized negotiations with teachers and other employees, de facto segregation, decentralization and community control of schools, allegations of irrelevant educational service, bureaucratic administrative structures and practices, overall management ineffectiveness, accountability in business and fiscal matters and in educational service—these typify the kinds of problems facing school administration today. The list could be extended.

The chief business affairs executive must be ready to advise on the business aspects and implications of decisions in these areas, but must also go well beyond this point. He must be a generalist in the broader aspects of school administration, helping the superintendent arrive at the wisest decisions in each of these critical and complex areas. Therefore, he must broaden the scope of his knowledge and competence in school administration.

The inevitability of change is the one certainty the school business affairs administrator—or any other member of the leadership team, for that matter—can count on. Change and upheaval tend to frustrate the coolest administrator, unless he has learned to accept and accommodate to the rigors of rapid change. This is an intangible imperative but a vital one. Tough problems won't go away. Satisfactory solutions won't come easily. Hopefully, pre-service and in-service training will stress the importance of the leadership qualities of patience, forbearance, objectivity, sensitivity and poise. It may well be that the effectiveness of decisions in the difficult areas of school administration will be determined more by the temperament of the decision makers than by the substance of the decisions them-

selves. Thus, the intangible qualities of leadership style become critically important in the training, selection, performance and evaluation of the business affairs administrator.

Chapter 5

What Should Be the Preparation and Experience of the School Business Administrator?

THE school business administrator needs to be capable in business affairs and knowledgeable about educational problems. His or her preparation may have been primarily in professional education with an understanding of good business practice. He may have, as a major background, preparation and experience for business with an understanding of good education. The important consideration is that this professional be equally concerned with and understanding of both aspects of the job as business administrator in an educational enterprise.

To be truly effective, the school business administrator must possess high level skills in financial and general business management, and be clearly perceptive of the probable effects of business decisions and procedures on the educational pursuits of the school organization.

For several decades there has been controversy over whether the school business administrator should be a professional educator or at least have had some experience as a classroom teacher so that he might have an understanding of the work of a teacher. Similar controversies about the background prerequisites of executives exist in many fields. For example, should an automobile company president be a production man or a finance and management expert? Such controversies are not easily resolved.

In the past, some leading educators believed that some professional training and teaching experience was highly desirable, and some would make it a requirement for appointment. Studies suggest that about three out of four school business administrators have had some educational experience.

On the other hand, there are and have been many men and women who have achieved positions of responsibility and stature in the field of school business administration who have college training in such fields as business administration, engineering, architecture, accounting, law and other noneducational areas. Still others have achieved rank and responsibility primarily through long, successful, practical experience and have performed very creditably in their assignments. Similarly, there have been superintendents of schools who had no specific education and administrative training and who have been very successful.

While it may be said that no fixed set of qualifications or training will guarantee competency in a school business administrator, a professional program of preparation will provide and enhance an assurance of success.

The position of the school business administrator is becoming increasingly demanding of a high level of professionalism including numerous and complex competencies and strong managerial skills. As time passes, the majority of future appointees to such positions will be college-trained and, in many cases, will have had previous professional teaching experience. In certain subordinate positions, such as those of school business officials having specialized responsibilities in such areas as plant operation, financial accounting, auditing, transportation, purchasing, data processing and energy management, educational experience may be outweighed by experience and training in the practical area involved. However, in most cases, preference may still be given to those persons having broad training as well as specialized competencies in a particular field.

Recognizing that present school business administrators have a tremendous diversity of background and deal with a wide range of problems in which rapid advances are taking place, many communities and states have instituted vigorous programs of in-service education by means of conferences, workshops and appropriate graduate study. In the encouragement of such increased specialization, members of the Association of School Business Officials of the United States and Canada have exhibited significant leadership.

In the preparation of future school business administrators who will have chief responsibility for all school business functions,it is probable that a minimum of a Bachelor's degree will be required, including study in school business administra-

tion, general administration, school law, finance and accounting, school plant operation, planning and construction, school curriculum, management techniques and personnel work, as well as general education. In many communities, no administrative posts will be assigned to persons having less than a Master's degree. Additional specialized preparation in certain areas may be suggested as prerequisites for particular responsibilities. Preference will probably be given to those whose training and experience include some aspect of education or teaching. In this connection, it should also be noted that school boards, in selecting superintendents or chief school administrators, frequently recognize the special worth of those candidates who have knowledge of school business affairs. Many of today's outstanding school superintendents have had previous experience as school business administrators. Similarly, many school systems recognize the special worth of school business administrators who understand the importance of the educational program and its needs.

With respect to previous experience, studies indicate that very few school business administrators come to their position without prior work experience of some kind. Many have had both education and business backgrounds. Generally, a minimum of at least four year's experience in business and/or education appears desirable. Of these, at least one year should involve administrative or supervisory experience and responsibility. Preference should be given to those whose experiences has special value as preparation for their particular responsibilities.

Need for Continuing Education. The school business administrator is assigned a wide range of responsibilities; therefore, it is difficult for any one person to be kept informed of all the latest developments in various areas of responsibility of this position. The speed with which changes are made in our educational procedures and management techniques is staggering. The introduction of highly sophisticated equipment, the electronic storage and retrieval of information and electronic formulation of knowledge, the transition from simple single entry cash basis bookkeeping to complex electronic accrual accounting, zero based budgeting, program level cost accounting and many other changes, all are adding new and complicated responsibilities to the office of the business administrator.

Programs of continuing education are the best means for a school business administrator to keep pace with rapid changes and developments. The type of continuing education in which the business administrator should be involved depends to a great extent on his previous training and experience.

Ideally, school business administrators should possess professional certification and, in instances where this is not the case, the training should first be structured to accomplish this end.

There is a great need for a coordinated and informed administrative team in all school systems. Since the business administrator is a member of this team, keeping informed in all areas of school business management and finding ways for subordinates to keep informed in their specific field is a prerequisite for an effective level of performance.

Continuing education may take many forms but definitely should include attendance at university or college workshops, institutes and short courses designed to cover specific areas. Many of these workshops are sponsored by the Association of School Business Officials of the United States and Canada and by its affiliated state, provincial and regional associations and are conducted on university and college campuses by experts in particular fields. The business administrator should be a member, should attend the meetings and should take an active part in related organizations such as ASBO and AASA. Colleges and universities offer courses of study leading to Bachelor's and Master's degrees in school business management on educational administration. Many educational institutions have organized seminars and institutes for school business administrators on the latest available techniques and various phases of school business management.

Changing times have brought increased complexities and a high degree of specialization in all areas of school business administration. Ever increasing financial constraints and competition for the tax dollar call for ever increasing effectiveness in the financial management and general business management of public school systems throughout the United States and Canada. It is imperative that school business administrators recognize the new dimensions of challenge and changes that have increased their responsibilities and that they engage in the necessary pursuits of preparation and experience to meet the challenges and to understand and adapt to the changes.

Chapter 6

The Personal Characteristics of a Good School Business Administrator

BECAUSE management involves getting things done through the efforts of others, the successful school business administrator will be one whose personality, attitudes and actions will reflect the dignity and worth of other individuals. Because this professional respects his or her own integrity and competence, he or she will reflect an attitude of confidence in the integrity and worth of others. This officer's personality traits will be similar to those of successful managers in other fields. Some of these noticeable traits will be suggested by the following.

A good school business administrator should have these personal characteristics:

- *Directed drive*. The true leader has more drive than his peers; has more energy, more staying power, more confidence. His or her drive is directed toward achieving goals in which he or she believes.

- *Like people and show it*. A good administrator really likes people. A sincere liking for people as unique personalities, coupled with a bright faith in the future, makes a winning combination.

- *Be able to get along well with others*. Without this characteristic, it would be difficult for a business administrator to function effectively and for the group he or she leads to function effectively.

- *Be a good listener*. One of the best instruments of the administrator is a pair of good ears.

- *Be a person of integrity*. Honesty, sincerity and truthfulness still win respect and encourage similar traits in others.

- *Be fair in dealings with others*. The administrative menu offers a steady diet of "hot potatoes." A good administrator does not pass the buck but accepts the blame, builds a reputation for fairness and deserves it.

- *Establish a good work climate*. The true leader will be patient and firm, have a sense of humor — and his or her staff will work effectively. By laying a foundation of trust, sincerity and mutual respect, a business administrator can lay to rest many nameless anxieties of the staff.

BE WISE

BE PREPARED

PUT YOUR BEST FOOT FORWARD

LEND A EAR

LEND A HAND

MAKE DECISIONS

STUNG AGAIN

APPLY WHEN NEEDED

FIGURE IT OUT!!

- *Be a self-starter.* A leader sets the pace for new ideas and picks up the ball and runs.

- *Possess a high threshold of annoyance and a sense of values.* The wise one rarely "blows off steam." He is no victim of his own emotions. He is bigger than the problems that confront him. Perspective prevents one from taking oneself too seriously and gives one inner resources in times of stress.

- *Develop high articulation and writing skills and watch his language.* The ability to draw persuasive "word pictures" will help others to see and to accept group objectives. This officer's language should be above reproach, and he should carefully avoid offending anyone.

- *Possess the ability to make problems of others his or her own.* Staff members will come to the business administrator if they get help when they ask for it. The willingness to accept the problems of others and to share in the solution is evidence of leadership.

- *Be able to accept criticism.* The business administrator needs to guard against creating a "yes" man attitude on the part of associates. A good administrator knows how to take criticism and how to use it constructively.

- *Be able to render decisions.* Frequently, more grief is created by no decision among staff members than by a poor one. If the school business administrator's batting average is high, he will still remain in the lineup.

- *Be willing to bask in reflected glory.* The real business administrator sees himself as a member of a team rather than the star player. The good leader sees that good work is recognized and proper credit given to all who have shared in it.

- *Be ready to take quick action.* If the business administrator sees a situation that could become a crisis, he must deal with it promptly. The good administrator is one who can recognize and deal with a small problem before it becomes a big one.

A good school business administrator will also have appropriate personal attitudes and values. The emphasis upon the importance of relationships with people suggests that attention must be given to the kind of person the school business administrator must be. Certain suggested criteria for good administrators are as follows:

The school business administrator is first of all a good person.

The school business administrator wants to be a part of a strong team rather than a strong person standing alone. He selects able and creative persons as coworkers, cooperates with them in a give-and-take relationship and desires the efficiency and broad viewpoint that is possible when several first-rate minds are analyzing a situation.

The school business administrator has respect for all those with whom he deals. He respects them, first, because he believes in the fundamental dignity and worth of every human being and, second, because he believes that a person should be treated with consideration, not only for what he is, but for what he might become.

The school business administrator selects qualified assistants and delegates as much routine to them as possible.

The school business administrator is compassionate.

The school business administrator never forgets that his or her power is delegated by others. It is his to be exercised only so long as he makes use of it in the spirit and for the purposes behind its bestowal into his or her hands. His or her authority is limited on every hand by the objectives he is seeking and the interests and desires of those who are affected by his actions.

Furthermore, the business administrator must have a better than average intellect. A school system can be no better than the level of thinking of its administrators. The school business administrators must have good common sense; must have the ability to teach and to talk convincingly and logically; must initiate action; use the best in diplomacy and most certainly be approachable.

A basic characteristic of the successful school business administrator is a critical and experimental attitude, a probing and questioning mind. In the operation of business administration, this professional must have the viewpoint of a scientist. An analyst (and the school business administrator must be an analyst) is not content with existing conditions but constantly seeks a better answer or a better way of doing things. A scientific perspective, however, induces a constant appraisal of conditions. The kind of school business administrator that is needed is one who stands back, takes a critical look and says, "This can be done in a better way."

ASBO, in its "Forward Look" statement of 1956, proclaimed: "The ASBO is determined to promulgate (proclaim) and establish the highest standards of ethics and efficiency in school business methods and practices as its 'Number One' aim." The Executive Board also spelled out other characteristics which a school system expects in its business administrator: professional development and improvement, provision of leadership in the establishment of improved standards and practices, being well-informed and engaging in research pertinent to the field. The emphasis is upon the intellectual process as opposed to the "doing" procedures with a myriad of details which someone of lesser rank and perhaps more specialized training can perform more effectively.

In the years which have followed, many events have strengthened these assumptions. The most successful school administrators are those who have learned how to work well with their associates and who have inspired faith and confidence in the value of joint tasks to be performed. Underlying their success has been a consistent dedication to the ideals of service and teamwork.

Chapter 7

When a School System Needs a School Business Administrator

MANY administrators and many school board members would like to have a definite formula related to expenditure, number of employees, enrollment or average daily attendance of a school district as a means of determining when they should employ a business administrator. However, the need for such a position in a particular school system depends upon a number of factors related to the number and nature of tasks to be performed and to the personnel and equipment resources available. The experiences of school districts which have created business admin-

istration positions provide the following basic guidelines for determining when a school system needs a business administrator:

- Does the district do its own bookkeeping, or is this done by a city, county or other public agency?
- Does the district write its own warrants, or is this done by a city, county or other agency?
- Does the district operate a pupil transportation program?
- Does the district operate a food service program?
- Is the district growing rapidly? Increased or accelerated growth causes many business problems.
- Is the district engaged in a building program?
- Does the business office handle the building program only after blueprints and specifications have been completed, or is it involved from the beginning in planning, designing and approval procedures?
- Does the district have a separate research office, or is the business department expected to do considerable research?
- Is there a separate community planning agency, or is the school district required to make its own planning studies?
- Does the district have a personnel office, or is the business administrator expected to supervise and direct noncertified classified employees?
- Is the district the custodian of its own funds, or are they controlled by a city, county or outside treasurer?
- Does the district have fiscal independence, or are many of the duties of the business office merely ministerial?
- Would the business administrator perform routine business functions, or would this officer have a position of responsibility in effective team support of the local school board policies? If the latter, would the business administrator be involved in policy and planning for the district as a whole, working directly with the superintendent or as a member of the superintendent's cabinet?
- Does the school code require the performance of a variety of related business functions, such as tax levying, assessments, minute book management, legal notices and reporting?
- Has the educational system expanded to include the need for a junior or community college program?

- Have federal, state or other specially funded programs requiring substantial financial records and reports become a part of the educational program of the community?

In unit control systems, the superintendent should act as the chief educator and should first delegate business functions as soon as possible, rather than delegating instructional functions. When a small district begins to grow, the first professionally trained administrator to be added should be in the field of school business administration. Subsequently, a director of instruction or a director of curriculum should be added. Any school district with an average daily attendance of 1,000 can profitably employ a business assistant or administrative assistant in charge of business affairs. By the time daily attendance reaches 1,500 to 2,000 pupils, the district should probably create a position of school business administrator. The stipulated figures would, of course, vary depending upon local conditions and problems.

In specific areas, statutes control the school administrative organization. For example, in Canada, where dual control prevails, provincial legislation requires that the board first appoint a secretary-treasurer. In most cases, this officer is appointed as business administrator as well. When systems become large enough, districts employ superintendents of schools to handle educational matters.

In some states, statutory requirements provide for a clerk of the board or a secretary or treasurer who has certain stipulated legal responsibilities and business functions. In all such cases, the prevailing statutes will necessarily affect the time sequence and organizational pattern to be followed in establishing the school business service.

Chapter 8

Certification and Required Credentials of the School Business Administrator

MANY communities have established employment standards for the positions of school business administrator, school business manager, assistant superintendent in charge of business affairs, school secretary, clerk and administrative assistant. Very little effort has been expended at the state, provincial or national level to standardize such qualifications. In recent years, many school officials and members of school boards have expressed increasing interest in certification of school business administrators. In certain communities, there has been public insistence on defining clearly the duties, responsibilites and authority of the school business official and his relationship to the superintendent of schools.

In 1957, ASBO expressed interest in certification by adopting the following two objectives: (1) to continue its study of the possibilities of certification of school business officials by state and/or provincial authorities; and (2) to encourage colleges and universities in those areas where few or no graduate courses in school business administration are taught to offer needed courses in this field.

At its 43rd Annual Meeting in New Orleans in 1957, ASBO authorized the study of the certification of school business officials in the various states and Canada. A questionnaire was submitted to chief school officers regarding the present status of certification in his area. Each official was asked to designate the titles for school business officials commonly used by school districts within his state or province. The most frequently accepted titles were assistant superintendent and assistant superintendent in charge of business affairs. There appeared to be little general agreement upon a standardized title. The name assistant superintendent was most usually associated with the more complex administrative organizations found in larger communities. Business manager was used in many suburban and consolidated communities. In smaller districts, the titles, clerk-secretary, business clerk or administrative assistant were more common.

Certification Requirements

In most cases where the title of assistant superintendent in charge of business affairs is used, such an assistant superintendent is required to hold a valid administrative certificate, usually based upon the same standards and certification requirements as provided for the superintendent's certificate.

By authority of the By Laws of the

Association of School Business Officials

of the United States and Canada

and by recommendation of the Board of Directors

This is to Certify that

having duly qualified under the standards as prescribed, and having fulfilled all the personal, ethical, and professional requirements as established by the Association of School Business Officials of the United States and Canada is hereby enrolled as a

Registered School Business Administrator

with all the rights, privileges, and obligations appertaining thereto.
Unless revoked for cause, this registration is valid for life.

Registration No.

President

Executive Secretary

By authority of the By Laws of the

Association of School Business Officials

of the United States and Canada

and by recommendation of the Board of Directors

This is to Certify that

having duly qualified under the standards as prescribed, and having fulfilled all the personal, ethical, and professional requirements as established by the Association of School Business Officials of the United States and Canada is hereby enrolled as a

Registered School Business Official

with all the rights, privileges, and obligations appertaining thereto.
Unless revoked for cause, this registration is valid for life.

Registration No.

President

Executive Secretary

Slightly less than half the states require certification for the school business official; and in the majority of those states in which certification is required, the school business official utilizes the same certification as that required of the general superintendent. In those cases in which the school business official does not have the title of assistant superintendent or administrative assistant, very few of the states have certification requirements for the school business officer.

Noneducational or Civil Service Certification

In a few states, such as New York, and in provinces in Canada, a civil service or noneducational certification of a school business manager is permitted. In some cases, cities, counties or parishes have established local civil service standards. Under certain state laws, the business secretary is a school board officer and is prohibited from certification by statute. In Canada, the secretary-treasurer is appointed under provincial legislation in somewhat the same way as the school board secretary is made a school business officer by Pennsylvania law. Such an appointment does not involve certification. In other states, there appears to be no state authority to certify business administrators under existing law.

In the instances that a school business official can become a business manager under civil service, he may enjoy rights not given to the superintendent, usually including tenure and seniority privileges. This unusual situation is a result of the interest in certification of school business officials and has been the object of study by many groups. It should be noted that, in general, very few states have established civil service requirements for school business officers except on a local, county or parish basis.

Steps Toward Certification

It is reasonable to believe that certification will be accepted in many areas only if adequate procedures are first adopted for including incumbents in school business administrative positions. Thereafter, a reasonable transition period must be provided to permit those with marginal training or experience to achieve fully certified status. Finally, perhaps after an interval of five years, those having provisional certification should be expected to qualify for permanent certification.

Certainly, ASBO's establishment in 1964 of a professional registration program for school business administrators and school business officials was a forward-looking step having profound impact upon the status of school business officials. More and more communities will require their business officers to be professionally registered as evidence of their competence. When this report went to press, ASBO had granted 397 Registered School Business Official certificates and 857 Registered School Business Administrator certificates.

Developments in Certification

A study of certification published in January, 1969, by William E. Endicott of ASBO reflected the continuing interest in improving the professional status and certification of school business officials. The report indicated that nine states had

REQUIREMENTS FOR A (K-14)

Registered School Business Administrator

Approved by the ASBO Board of Directors originally in 1964, in January, 1976, and in January, 1979, and effective February, 1979 and until further notice, following are the requirements for the status of Registered School Business Administrator:

1. Applicant must be a current, Active (participating) Member of the International Association of School Business Officials of the U.S. and Canada for at least three (3) continuous years.

2. Applicant must be that employee member of the school or college staff who has been designated by the Board of Education and/or the Superintendent or College President to have general responsibility for the administration of the business affairs of the employing school district or college. Whatever the administrative organization, the applicant shall be responsible for carrying out the administration of the general business management of the school district or college. Unless otherwise provided by local law or custom (as in dual control areas), the applicant shall report to the Board of Education through the Superintendent of Schools, or to the Board of Trustees (or its equivalent) through the College President. To meet this requirement, the School Business Administrator must have charge of at least three of the categories of responsibility listed and at least 12 specific areas listed on the application form.

3. Applicant shall have earned a minimum of a master's degree from a regionally accredited college or university in an area of school business management, or in educational administration. A photocopy of the degree or an official college transcript of graduate work completed must be received by ASBO before an application can be reviewed. (Note: A master's specialist, or doctoral degree in a related field may be substituted.)

4. Applicant shall have completed a minimum of three (3) years of satisfactorily demonstrated general administrative experience in school business administration, documented in such a way that it can be easily verified.

5. As a proof of professional and personal competency and job stability, the applicant must have spent a minimum of three (3) years in one school district or college OR five (5) years in the school business field as a school business administrator, documented in such a way that it can be easily verified.

6. Applicant must submit an administrative organization chart with his official application. This chart must show various administrative and supervisory positions in the school system, or college, as adopted by the proper Board of Education or Board of College Trustees, with the name and complete address of the Board of Education or college thereon, and the date of the meeting when it was officially adopted and appears in the Minutes. The chart must accurately indicate applicant's position as the top (or equivalent to the top) School Business Administrator.

Important: If an administrative organization chart does not exist in a particular school system, it is recommended the applicant request, through proper channels, that such a chart be drawn and adopted by the Board of Education (or Board of College Trustees) in order that it can be submitted with this application. The organization chart is mandatory.

7. Local participation: Where a State-Province-Regional ASBO is in existence, applicant is encouraged to be a member thereof. Evidence relative to local membership should be submitted with the application.

8. Applicant is to request his Superintendent or College President and/or President of his Board of Education or college equivalent to write a separate letter, properly identified, that certifies applicant is a top School Business Administrator in his school system or college, and that includes statements (personal and professional evaluations) concerning the applicant which indicate his integrity, character, ethical behavior, ability to supervise others, follow-through, and effective competency on the job. These favorable letters are to be on file with the application before registration can be completed.

9. Application is to be submitted on the official application blank, to be furnished only by ASBO Headquarters, and accompanied by a one-time registration fee. Current ASBO membership dues and the registration fee are to be paid before work is commenced on the processing of the application. Please make check or money order payable to: Assn. of School Business Officials.

NOTE: The difference between a School Business Administrator and a School Business Official will be determined by using the official definitions: "Persons dealing with specific phases of school business administration will be referred to as School Business Officials. Persons dealing with the total area of school business administration will be designated as School Business Administrators."

REQUIREMENTS FOR A (K-14)

Registered School Business Official

Approved by the ASBO Board of Directors originally in 1964, revised in January, 1979, and effective February, 1979 and until further notice, following are the requirements for the status of Registered School Business Official (a specialist):

1. Applicant must be a current, Active (participating) Member of the International Association of School Business Officials of the U.S. and Canada for at least three (3) continuous years.

2. Applicant shall have overall administrative responsibility for a specific (specialized) phase or phases of school business administration in a school system as specified in the application form.

3. Applicant shall have earned a minimum of a bachelor's degree from a regionally accredited college or university. A photocopy of the degree, or a college transcript of the work completed, must be received by ASBO before an application can be reviewed.

4. Applicant shall have completed a minimum of three (3) years of satisfactory supervisory or administrative experience, demonstrating competency and ability in effectively supervising personnel and operations in a specific area of school business administration listed in the application form.

5. As a proof of professional and personal competency, and job stability, the applicant must have spent a minimum of three (3) years in one school district or college OR five (5) years in the school business field as a school business official (specialist); documented in such a way that it can be easily verified.

6. Applicant must submit an administrative organization chart with his official application. This chart must show the various administrative and supervisory positions in the school system, or college, as adopted by the proper Board of Education or Board of College Trustees, with the name and complete address of the Board of Education or Board of College Trustees thereon, and the date of the meeting when it was officially adopted and appears in the Minutes. The chart must accurately indicate applicant's supervisory position as a School Business Official, or specialist in an area of school business operation, and preferably also show the number of personnel the applicant actually supervises.

Important: If an administrative organization chart does not exist in a particular school system, it is recommended the applicant request, through proper channels, that such a chart be drawn and adopted by the Board of Education or Board of College Trustees in order that it can be submitted with this application. The organization chart is mandatory.

7. Local participation: Where a State-Province-Regional ASBO is in existence, applicant is encouraged to be a member thereof. Evidence of local membership should be submitted with the application.

8. Applicant is to request his Superintendent or College President and/or President of his Board of Education or college equivalent to write a separate letter, properly identified, that certifies applicant is a School Business Official (specialist) in his school system or college, that includes statements (personal and professional evaluations) concerning the applicant which tell about his integrity, character, ethical behavior, ability to supervise others, follow-through, and effective competency on the job. These favorable letters are to be on file with the application before registration can be completed.

9. Application is to be submitted on the official application blank, to be furnished only by ASBO Headquarters, and accompanied by a one-time registration fee. Current ASBO membership dues and the registration fee are to be paid before work is commenced on the processing of the application. Please make check or money order payable to: Assn. of School Business Officials.

NOTE: The difference between a School Business Administrator and a School Business Official will be determined by using the official definitions: "Persons dealing with specific phases of school business administration will be referred to as School Business Officials. Persons dealing with the total area of school business administration will be designated as School Business Administrators."

adopted certification requirements and efforts toward securing certification in other areas were reported.

Because of the slow pace at which certification or licensing requirements were being adopted in the various states and provinces, and in order to establish uniformity in minimum requirements for professional workers in these administrative areas, ASBO's Officers and Directors established the requirements for Registered School Business Officials and Registered School Business Administrators in 1964, and the first such actual registration certificates were issued in June of 1965.

The Directory Issue of SCHOOL BUSINESS AFFAIRS published March 15, 1981 summarized developments in ASBO's Professional Registration Program to that date as follows:

October, 1979 marked the 15th Anniversary of ASBO's Professional Registration Program. Since the Program was initiated at the Association's 50th Annual Meeting in San Francisco, on October 21, 1964, more than 1,100 professionals in the field have earned the recognition that accompanies their certification as Registered School Business Administrators (RSBAs) and Registered School Business Officials (RSBOs).

The ASBO Professional Registration Program became a reality in that year for two primary reasons: strong beliefs in recognizing professionalism and the conviction that professional registration represented an indispensible step forward for school business administrators and school business officials.

When the program was first publicized in late 1964, an article in SCHOOL BUSINESS AFFAIRS stated:

"The members of this organization appear to be in agreement that administrative and managerial competency are necessary, but not the sufficient condition for becoming a professional School Business Administrator and/or School Business Official. It is believed the individual must develop in addition certain personal characteristics — qualities of character and personality — that will inspire a feeling of loyalty, trust and confidence in this 'professional' person.

"The really professional School Business Official is invited to do a bit of soul searching and ask himself: 'Am I truly professional in my attitude, in my relations with my immediate superior, my subordinates, my colleagues, the pupils and parents in my school system and the general public?'

". . . A professional School Business Administrator and/or School Business Official must possess special knowledge and skill, and the ability to exercise them, but of even greater importance is the fact that he must also possess certain altruistic characteristics and he must conform to a strict Code of Ethics...By means of School Business Administrator and School Business Official registrations, our profession is in a position to enforce its Code of Ethics."

The intent of the program, as conceived in 1964 and as practiced today was, and still is, to give credit and recognition where due: to have the world and an

individual's professional peers made aware of and recognize the fact that an RSBA and/or RSBO has met the highest set of standards set for his profession.

For classification purposes, the official ASBO definitions of these school professionals are: "Persons dealing with specific phases of school business administration will be referred to as School Business Officials. Persons dealing with the total area of school business, and with subordinate school business officials, will be designated as School Business Administrators."

The general requirements for ASBO's Professional Registration Program are reproduced on pages 60 and 61.

In establishing these criteria for professional registration, it was ASBO's intent to foster a level of competence which would provide the type of recognition and prestige similar to that received in other professions such as Registered Architect, Registered Engineer, Registered Nurse or Certified Public Accountant. The membership of ASBO approved the program with enthusiasm. A "grandfather's clause" program provided a method for existing practitioners to be fitted into the program, with experience on the job accepted in lieu of initial preparation requirements. Registration and certification practices in Canada were recognized, and necessary and desirable modifications have occurred in subsequent years.

It is anticipated that as the number of Registered School Business Officials and Registered School Business Administrators increases, and the specific experience and special qualifications of these professionals is increasingly recognized, that many school systems will request such registration as a part of their preferred qualifications.

Certification

In a study of certification requirements by Elizabeth H. Woellner of teachers, counselors, librarians and administrators, published in 1981, by the Educational Research Service, Inc. it was again confirmed that school business administrators usually are certified with the same requirements as other district administrators. However, a few states do provide for specialized professional preparation and certification, as indicated by the following samples.*

SAMPLE STATE CERTIFICATION REQUIREMENTS

Delaware

Superintendent:

A. Requirements.
   1. Master's degree plus 30 graduate credits, or 60 graduate credits including a masters's degree, or a doctor's degree from an accredited college or university.
   2. Three years teaching experience or two years of teaching and one year of supervised internship in a 60 semester hour program for school administration.

B. Specialized professional preparation:
   1. Major in school administration and its related areas such as curriculum, supervision, *business administration* and personnel administration.

Illinois
(excluding the City of Chicago)*

C. *Superintendent Endorsement for superintendent of schools:*
   1. Graduate credit in professional education beyond the master's degree—semester hours 16.
   2. Distribution of total graduate credit to include the following: area 1, 15 semester hours; area 2, 12 hours; area 3, 9 hours; area 4, 6 hours. The balance of credits to be from areas 1-2-3-and/or 4.
   3. Course work in both elementary and secondary education with credit in curriculum at both levels.
   4. Total graduate credit beyond master's degree, semester hours 30.

D. *Chief School Business Office Endorsement:*
   1. Master's degree
   2. Two years of administrative experience.
   3. Course work distributed as follows: semester hours 20. Area 1, 8 semester hours; area 2, 3 semester hours; school business management or business (finance, planning, budgeting, and purchasing) 9.
   4. NCATE endorsement or equivalent.

Massachusetts

3. School Business Administrator

A. Requirements
   1. Massachusetts teacher's certificate and one year of employment in role covered by that certificate, or three years of successful employment in a managerial role.
   2. Completion of a half practicum (150 clock hours) within one year, or an internship (300 clock hours) within two years.

B. Standards
   1. Standard I — Business administration in general, and knowledge of recent developments in school management and education.
   2. Standard II — Communicate clearly and appropriately.
   3. Standard III — Manage fiscal and other non-academic affairs.
   4. Standard IV — Use evaluative procedures to assess effectiveness of systems of management and personnel.

4. Superintendent/Assistant Superintendent (all levels)

A. See Supervisor/Director A and B

Massachusetts

School Business Administration

1. Certification requirements for School Business Administrators.

**Data Abstracted from Requirements for Certification for elementary schools, secondary schools, junior colleges -- Woellner, Elizabeth H., University of Chicago Press — Chicago, Ill. — 1981*

A. Plan A — For those with backgrounds in education.
   1. A Massachusetts certificate issued pursuant to Chapter 71, Section 38G, or Chapter 71A.
   2. Master's degree or completion of 30 semester hours of graduate study from a college or university accredited and approved at the graduate level.
   3. Preparation for role of school business administrator ..... 30. To include: school business administration (6); business administration (6); school management and instruction (6); a practicum as a school business administrator (6 semester hours including 300 clock hours).
      a. One full year's employment as a school administrator, with some business experience, may be substituted for the practicum.

B. Plan B — For those with backgrounds in business administration, engineering, or public administration.
   1. Bachelor's or higher degree in this field.
   2. See 1,A,3 above.

Note:–Standards for each certificate include more specific criteria which must be met in each preparatory program. Competent performance in each of these criteria must be demonstrated in the practicum or internship and must be attested to by the cooperating practitioner and college supervisor.

Mississippi

B. Hold a Specialist degree to include 9 semester hours in school administration or 45 semester hours of graduate credit after the Class AA certificate was issued, with a minimum of 21 semester hours in administration and an overall "B" average.
C. Three years of experience as an administrator.
D. Must include school law, school finance, basic school administration, and *school business management*.

8. Class AAAA Administrative Certificate. Valid for life.
A. Hold a Class AAA administrative certificate.
B. Hold an earned doctorate in school administration.
C. Five years of school administrative experience.

Nevada

2. Administrator
A. Requirements
   1. A valid certificate endorsed for teaching in elementary or secondary grades.
   2. Master's degree.
   3. Completion of 18 semester hours of graduate course work in school administration, to cover five of the following areas: (starred are required) *public school administration and organization; *supervision of instruction; curriculum development and evaluation; statistical methods in education; *school finance; school facilities planning and maintenance; *staff development and personnel relations; multicultural education; *school law.

4. Three years teaching experience in public schools.

3. Administrator Limited

A. Requirements
   1. See 2, A, 1.
   2. Bachelor's degree.
   3. Graduate courses in school administration, semester hours ... 18. To be distributed to include at least five of the fields listed under 2, A, 3. (Those starred are required.)
   4. Three years teaching experience in public schools.

B. Term — Five years, not renewable. Holder must complete requirements for Administrative Endorsement during term of certificate.

New Hampshire

3. Business Administrator

A. Completion of approved program in area of Business Management/Administration or

B. See Alternative 3 under "Certified Educator." *or*

C. Experience in comparable business management position and successful completion of an Individual Professional Development Plan (see Alternative 4 under "Certified Educator").

D. Qualifications should include the following:
   1. Budget development and management; the law and education; contract bidding; contract negotiations; maintenance and construction of educational facilities; purchasing and inventory control.

Pennsylvania

1. Instructional (Classroom Teaching) Certificates

A. Instructional Certificate I (Provisional)
   1. Completion of approved program of studies.
   2. Bachelor's degree.
   3. Recommendation by preparing institution.
   4. Valid for 6 years, and convertible to Level II after 3 years of satisfactory service.

B. Instructional Certificate II (Permanent)
   1. Three years of satisfactory teaching on Instructional I certificate.
   2. Completion of 24 semester hours of post-baccalaureate study.
   3. The 24 semester hours may be satisfied in whole or in part through approved in-service programs.

2. Educational Specialist (Non-teaching Professionals) Certificates

A. Educational Specialist I (Provisional)
   1. See 1,A,2,3, and 4 above.

B. Educational Specialist II (Permanent)
   1. Three years of satisfactory service in single area of E.S.I. Certificate.
   2. See 1,B,2, and 3 above.

CANADIAN PROVINCIAL REQUIREMENTS

Current certification is not required in the provinces of British Columbia, Saskatchewan, New Brunswick, Newfoundland, Nova Scotia, Prince Edward Island and Quebec. The position of other provinces on certification are as follows:

Alberta—No current certification. The University of Alberta provides some certificate courses in both the school and municipal fields. Although these courses are not required, school boards do encourage their secretary-treasurers to enroll by guaranteeing the fees upon successful completion. The Trustees' Association of the province has been directing some attention to the upgrading of qualifications of secretary-treasurer and others involved in administration.

Manitoba—No current certification. The Department of Education and the Manitoba Association of School Business Officials together with the University of Manitoba sponsored a special professional development program for those engaged in the field of school business administration through correspondence courses and seminars.

Ontario—As of 1979, all senior business officials must hold a Supervisory Officers Certificate.

Candidates for a Supervisory Officers Certificate shall submit to the Minister of Education, with their application, evidence acceptable to the Minister, that they have at least two years in school business administration in the employ of a school board in Ontario or of the Ministry and that they hold:

(A) 1. the degree of Bachelor of Arts or Bachelor of Science from an Ontario university or a degree the Minister considers equivalent thereto, or is an architect, a chartered accountant or a professional engineer or holds a professional qualification the Minister considers equivalent thereto, and

2. one of
   (a) the degree of Master of Education or Master of Business Administration or a degree the Minister considers equivalent thereto, or
   (b) a certificate indicating successful completion of a program in school management approved by the Minister and evidence of successful completion of two additional courses approved by the Minister for the purpose of this clause, or

(B) 1. in business administration acceptable to the Minister, at least five years of which is in the employ of a board in Ontario or of the Ministry, and that they hold
   (a) a certificate as a Certified General Accountant, or a designation as a Registered Industrial Accountant from the Society of Management Accountants, and
   (b) the degree of Master of Education or Master of Business Administration or a degree the Minister considers equivalent thereto, or
   (c) a certificate indicating successful completion of a program in school management approved by the Minister and evidence of successful

completion of two additional courses approved by the Minister for the purpose of this clause.

Quebec—Minimum requirements for senior business administrators: undergraduate degree in a relevant field of study (Personnel, Industrial Relations and Administration; Finance, Commerce and Administration; Engineering, Maintenance and Construction Architecture and Administration; Secretary, Law and Administration) plus eight years of relevant experience.

It should be noted that the whole educational system in the Province of Quebec is under review at the time of printing of this bulletin.

Saskatchewan—No current certification. The University of Saskatchewan provides correspondence courses in accounting, law and administration for interested personnel. This is a two-year course in local government administration.

From a review of various regional studies on possible certification of school business administrators, it seems likely that requirements will include graduate credits beyond the Bachelor's degree. For those with business backgrounds, related educational courses will be suggested and vice versa. A combination of graduate work plus special training in school business administration seems likely to win wide acceptance. A general administrative credential, with electives in the field of school business administration, may be most desirable.

In any event, the question of certification must necessarily be decided at the local, state or provincial level. Until more adequate training opportunities for the preparation of school business administrators are provided by many more colleges and universities, it seems unlikely that rigid certification requirements can or should be adopted. This training may ultimately be provided either as part of the requirements for an administrative credential or as a complete special course of study and degree not yet provided by most institutions.

It is hoped that these examples and suggested patterns can serve as a basis for study until an acceptable plan for training and certification of school business administrators will be agreed upon.

Chapter 9

What Procedures Should Be Followed for Establishing a School Business Administrator's Position In a School System Which Does Not Have One?

ONCE a school system has determined that a school business administrator is needed, the school board and the educational administrator must determine, within the framework of local and statutory requirements, the nature and scope of the new position and the kinds of tasks and responsibilities which may best serve the school system. Frequently, members of the school staff and lay citizens can assist the superintendent in identifying the specific areas important to the school system. School business administrators in other communities and the Headquarters office of the Association of School Business Officials are able and willing to provide information concerning prevailing practices which may be helpful in establishing the most effective organization for this important position.

A school system often needs a school business administrator before the school board acts to establish such a position. The superintendent of schools, therefore, should inform the school board, school staff and the public about the functions and responsibilities of a business administrator before such an administrator is employed. The school board will then be ready to employ a capable school business administrator without hesitation or restriction. In both single and dual control situations, leadership in securing a professionally trained school business administrator may also be exercised by the members of the school board.

A fully qualified person in this important position must necessarily be given latitude to administer the business affairs of the school corporation within the policies, rules and regulations established by the school board and within the accepted administrative practices of the district. The position must carry an amount of authority commensurate with the responsibilities. In essence, the school business administrator is a key professional in the total administration of the school system.

In general, the procedures for establishing the position of school business administrator must include the following main areas of concern:

Definition of the tasks or the functions to be performed by the school business administrator. Preceding chapters of this report provide information which should be helpful in establishing general criteria on the scope of the work and functions to be performed by the school business administrator. Board, staff and community discussions will help to determine the application of these criteria to specific local needs.

Establishment of the structural organization, lines of responsibility and staffing requirements necessary to perform those tasks. By basic policy judgments, written rules and unequivocal delegations of responsibility, the school board must outline and define the organizational pattern necessary for the efficient and effective performance of administrative tasks. The board must conscientiously consider questions such as, "Who does what?", "For whom does the school business administration do it?", "To whom does the school business administrator report?", "From whom does the school business administration take orders?" and "Who helps with the task?"

Delegation of adequate authority commensurate with the responsibilities assigned. Few professionally trained people with a sense of integrity and pride in personal performance will wish to accept responsibilities for achieving goals unless they are also given commensurate authority to utilize the staff and other resources necessary to achieve those goals. Hence, the school board and/or the superintendent of schools should clearly define the extent of authority granted to the school business administrator for the achievement of assigned tasks. Friction, misunderstanding, uneconomic and inefficient duplication of functions and much waste of time, talent and energy can be avoided when all concerned know the framework of responsibility and authority within which they work.

Provision for special assignments. Special conditions and situations may occasionally require that the school board or the superintendent of schools give the business administrator special assignments involving both instruction and business management. A knowledge of the overall program of school administration will be necessary for the business administrator to fulfill these assignments. Provision must be made in the local rules and regulations for establishing such assignments.

After preparing a thorough job analysis, a community can actively seek a candidate whose qualifications and experience would permit him to serve effectively in that particular school system. Through the cooperation of university training personnel and practicing school administrators, suitable candidates can be identified. After careful screening of credentials and interviews which involve participation of key community leaders as well as school personnel, a suitable candidate for the position can be selected. Procedures for securing such a person are discussed in the following section.

Please note sample resolutions for establishing the position and employing the school business administrator in Appendix B.

Chapter **10**

How Can a School Business Administrator Be Secured?

ONCE a local school district has determined that it will employ a school business administrator, it should define the tasks and reponsibilities to be performed, determine the place in the administrative organization and the relationships with other administrative personnel and develop a salary schedule that is commensurate with the responsibilities of the position (see following chapter for a discussion of salaries). The district should also determine an appropriate title for the position. Although a vast number of titles are used throughout the United States and Canada, the most frequently used are School Business Manager, Assistant Superintendent for Business Services, Assistant Superintendent for Funds and Facilities, Deputy or Associate Superintendent and Assistant Superintendent for Administrative Services. It is recommended that the title School Business Administrator be used whenever feasible. When criteria for responsibilities, salary and title have been established,

the school district should carefully prepare a job description for the position. (See Appendix B for sample job descriptions.)

In a recent publication on Selecting the Administrative Team (1981)*, AASA suggests that selecting a desirable team member is a four-step process involving these steps:

1. *Planning:*
   Check board hiring policies
   Define your need
   Design an organizational chart
   Set a timetable
   Decide who will do what
   Determine salary and other contract provisions

2. *Recruiting:*
   Write recruiting materials
   Develop a job description
   Prepare an application form
   Announce and post the vacancy

3. *Selecting:*
   Process applications
   Screen the applications
   Prepare for interviewing
   Conduct the interview
   Single out the finalists
   Make your final choice

4. *Employing:*
   Seek board endorsement or approval
   Sign the employment contract
   Announce the appointment
   Close out applicant files
   Welcome the new administrator
   Evaluate your efforts

Obtaining the best candidate for the new position may require considerable time and effort. Several methods are available for filling new positions or furnishing replacements for existing positions, including recruitment fro.n the field, in-service training for promotion and recruitment through universities and professional organizations. Each of these methods has its place in the selection and appointment of school business administrators. The following suggestions may be of help to school boards and school administrators seeking to recruit a school business administrator.

**Selecting the Administrative Team, AASA-NSBA, Arlington, VA 22209, 1981 – pp. 11-12*

Recruitment from within the field. The following techniques for recruitment within the field, derived from industrial recruitment procedures, can be used by school districts seeking executive talent:

- Have a continuing management audit. Such an audit regularly reviews and assesses the abilities and promotional status, both vertical and horizontal, of each executive on the present staff.

- Check on employees currently in nonmanagement positions through personnel questionnaires, management evaluations and personal interviews. Potential executives may be discovered in low-level jobs.

- Check personnel files for applications and resumes submitted during the last year by persons seeking executive positions. They undoubtedly are employed elsewhere now, but if they are qualified and still interested, they might be available.

- Make the need known to other key school administrators. Frequently another administrator will know of some qualified school business administrator who seeks advancement to a more challenging position or an assistant in school business administration who is qualified for a position as a chief school business administrator.

- Check with associates in county and regional educational associations. They may be aware of potential qualified candidates who might wish to apply for your position.

- Check with your business associates for recommendations. They may know of qualified individuals in industry whose management experience might make them excellent candidates. This must be done cautiously and at the risk of divulgence of confidential information.

- Seek advice from other members of the administrative team. They may know of qualified personnel who might be interested in applying for the position.

- Consider a Registered School Business Administrator or a Registered School Business Official. Registration by the Association of School Business Officials of the United States and Canada is in itself excellent evidence of experience, satisfactory educational training and ability.

In-Service Training for Promotion. One of the chief sources of school business administrators will always be business officers and educators within a school system. Opportunities for promotion, upgrading of responsibilities, greater opportunities for service and increased earning potential will provide distinct attractions for those having demonstrated competence. Any profession thrives when opportunities for growth and personal development stimulate movements within the field.

It is important, however, to have comparable standards for appointment for candidates from both within and outside the school system. Local availability, tenure or connections should not be accepted in lieu of competency or potential

capabilities. The school business administrator, regardless of occupational origin, technical skills, specialized talents or previous achievements, will be successful to the degree that he dedicates time, skill, talent and effort to serving pupils, patrons, personnel and the public in the school system. A hierarchy of promotional transfers to positions of increasing responsibility in different communities will be a most fruitful source of administrative personnel.

Many opportunities exist for a school district to fill a position of school business administrator from its own management and supervisory personnel. Capable assistant superintendents in other areas, building principals and supervisory personnel may well possess the required attributes. Sometimes it may be easier to move a present employee vertically or horizontally within the school organization than to introduce a newcomer to the situation.

Once you have selected a person from within the system, that person should be provided with all the necessary opportunities to obtain on-the-job training and encouraged to take the necessary additional course work to become more fully qualified in school business administration. The following techniques may be useful:

- *Prepare for orderly replacement of older personnel.* Many school districts are aware of the approximate date of retirement of management personnel. Potential replacements can be trained as understudies to the experts who are now on the job. The trainee should be given opportunies to learn all aspects of the position and should be permitted to attend pertinent conferences and workshops.

- *Introduce the educator to business administration and the business administrator to education.* If the understudy for the position of school business administrator has been a classroom teacher, encourage the person to obtain additional training in business administration, accounting and other aspects of management through university classes or self-instruction courses. If the trainee has come from industry, urge him to take additional course work in such areas as the foundations of education, school administration and school law.

Professional and practical courses for school business officials are increasingly being offered by many institutions. Specialized workshops for school business managers and allied personnel are now available during the summer months. Thus, the dedicated school business officer who has been secured for a specialized field such as teaching or industry has many opportunities for further study and self-improvement.

With the recognition of the importance of school business management, the demand for more qualified administrators has greatly increased. It is anticipated, therefore, that institutions of higher learning will make additional provisions for the training of potential school business administrators in the future.

- *Encourage participation in school business administration internships.* Many school districts and universities cooperatively provide experience to graduate students as administrative interns in school business administration. Such an

internship provides valuable experience and training to the intern. At the same time, it provides an opportunity for school districts and universities to evaluate the capabilities of the intern as a candidate for a position in school business administration.

Recruitment through institutions of higher learning and professional associations:

Request the universities which specialize in the preparation of school administrators to furnish folders of qualified candidates for the position of school business administrator. Let them know the requirements of the position and the salary schedule so that they can suggest desirable candidates.

Consult the local CPA society. Frequently, the society will know of desirable candidates in other school districts or in industry who wish to make a change to advance themselves in management.

Check with local, regional or state/provincial associations of school business officials. They may publish your position in a monthly or bimonthly newsletter, and/or may also have in their files the names of potential candidates.

Use ASBO. Each month, *School Business Affairs*, the journal of the Association of School Business Officials of the United States and Canada, and ASBO ACCENTS, the Association's monthly news publication devote space to Position Wanted and Position Available advertising, in which school business administration positions throughout the United States and Canada are described. During the past 25 years, this method has often been highly successful. It has not been successful when the position was obviously clerical rather than administrative or when the salary range was low. However, for supervisory and administrative positions in the field of school business administration offering average or above average salaries, the response has been excellent and most responses have come from experienced persons in the field.

Job Opportunities Booth—Since 1975, a job opportunities service has been operating at the Annual ASBO Conference, in special sections of the exhibit area. Hundreds of available positions have been posted, covering such jobs as superintendents; deputy, associate or assistant superintendents; school business administrators; business managers; administrative assistants; and various business official posts in such areas as finance, facilities, personnel, food service, transportation, accounting, law, data processing and other specialized fields. Candidates seeking positions also may post their availability and job qualifications. Interested administrators and candidates frequently meet or arrange interviews during the conference period. The service is provided free of charge and is a most useful method of job recruitment.

Job Opportunities Center—On September 1, 1982, ASBO expanded the Job Opportunities Center concept to a year 'round service for its members.

Because of the increased mobility of school business officials, and the increasing number of ASBO members calling or writing Headquarters seeking information on

CLASSIFIED ADVERTISING

POSITIONS AVAILABLE

DIRECTOR of Financial Services for suburban Denver school district with 19,000 pupils. C.P.A. preferred; five years experience in school business. Responsible for accounting, budgeting, cash management, self-insurance, placement of construction bonds, financial policies and procedures. Reporting date July 1, 1982. Contact Personnel, School District 12 Adams County, 11285 Highline Drive, Northglenn, CO 80233. Phone 303-451-1561. EOE.

BUSINESS MANAGER — Serves as chief business officer for K-12 district of approximately 5,300 students. Provides leadership of all district business functions and services, including accounting, budgeting, food services, data processing, maintenance, operation and transportation.

Degree in business administration or closely related field with at least three years of school business management desired. Salary $40,000 minimum.

For further information contact: Alex Hughes, Assistant Superintendent, Claremont Unified School District, Claremont, CA 91711. Phone: 714/624-9041.

Application deadline: Oct. 15.

POSITION WANTED

BUILDING and Grounds Supervisor. Expertise includes custodial management, hiring, work schedules, evaluation, purchasing, budget, electrical, plumbing, boilers, pumps, roof top HVAC, planned maintenance, and overseer construction and remodeling. Box 102, ASBO, 720 Garden Street, Park Ridge, Ill. [illegible]

CLASSIFIED ADVERTISING

POSITIONS AVAILABLE

BUSINESS MANAGER —The second largest school District in the country is conducting a search for a results — oriented professional to plan, organize, and direct diverse business activities. The Business Manager is accountable for the overall management of the following Branches: Contractural Relations; Transportation; Stores; Architecture and Engineering; Construction; Real Estate; Educational Facility Planning; Purchasing; Operations; Food Services; and maintenance. In this key executive position, the person selected will demonstrate strong administrative and communication skills in effectively directing a program with an annual budget of approximately 550 million dollars and a staff of 10,000 employees.

Applications will be accepted until June 25, 1982. Inquiries should be made to: (213) 742-7761. LOS ANGELES UNIFIED SCHOOL DISTRICT, CLASSIFIED RECRUITMENT, P.O. BOX 2296, LOS ANGELES, CA [illegible]

EXECUTIVE director/business services—Coordinates budget development and fiscal planning. Bachelor's degree in business required; Master's degree and experience in school business administration preferred. Salary minimum $35,250. Interested and qualified candidates contact: Dr. Newell Lash, Cedar Rapids Schools, 346 Second Avenue SW, Cedar Rapids, IA 52404. Phone 319/398-2109.

Director Of Buildings And Grounds — County School District — Requires aggressive, [illegible] supervisor preferably

CLASSIFIED ADVERTISING

POSITIONS AVAILABLE

SUPERINTENDENT OF SCHOOLS — Present superintendent retiring August 30, 1982. Position available as soon as possible — no later than January 1, 1983. Must possess Pennsylvania superintendent letter of eligibility. Must have education and administrative leadership experience. Enrollment 4,565 K-12; professional staff 265, supportive staff 95; 10 schools; budget $10.7 million. Contract and salary negotiable. Submit letter of interest with resume to: Thomas E. James, Board Secretary, Red Lion Area School District, 23-29 E. High St., Windsor, PA 17366.

FINANCE OFFICER FOR THE NEW HANOVER COUNTY SCHOOLS — Deadline for applications Sept. 30, 1982. Applications will be received in the office of Dr. El N. Clark, Asst. Supt. for Personnel, Box 390, Wilmington, NC 28402. North Carolina state salary grade 73, salary range $19,548-$29,880. Four-year college degree and background in accounting and school finance required. Computer and data processing knowledge preferred.

DIRECTOR OF MAINTENANCE, OPERATIONS & TRANSPORTATION — Beginning salary $30,768, maximum $39,924. Directs preventive maintenance program for 20 school sites, administration offices, central warehouse, maintenance facilities and coordinates contracted pupil transportation program. Responsible for department's $4 million budget.

Experience required: Three years in construction/maintenance management, general contractor's license not [illegible]

available positions, the service was broadened and its availability extended beyond the scope of the Association's Annual Meeting.

To meet the changing needs of its membership, ASBO expanded the job-matching service provided during its Annual Meeting and began to maintain current listings of job openings in school administration throughout the United States and Canada during the entire year.

Because of his experience with the Job Opportunities Center in the Annual Meeting setting, Dr. Hill was asked for his comments and thoughts about this new program. Here is part of what he said:

"I was delighted to receive your proposal to expand the Job Opportunities Center to a service that would be offered all year 'round. It will be a great program for

our members interested in seeking wider job opportunities and I know it will be helpful in establishing a wider visibility for ASBO among school administrators and school boards ... I get many requests during the year and have voluntarily helped wherever I could, hence, I know there is a need for the service."

To gather and disseminate job opening information on a timely and effective basis, ASBO developed a RAPID DATA FORM for use in listing current job openings. A current list of employment opportunities is being maintained in an information referral bank at ASBO Headquarters in Park Ridge, Illinois. That list will be mailed to International ASBO members upon written request.

Use the AASA Job Bulletin. The American Association of School Administrators also publishes and distributes every six weeks an *AASA Job Bulletin,* listing many types of administrative positions. Many ASBO members are also members of AASA and receive this bulletin. Others can review their superintendent's copy. This important resource for job information can be most helpful.

Use a university team or consultants to help screen candidates. Many districts have found it profitable to employ the services of qualified professors of educational administration or consultants to help the school superintendent and the school board make the best possible selection.

Use a personnel consulting firm. In some instances, when other methods have not proved feasible, large school districts have utilized the services of consultant firms to obtain executive personnel. These practices sometimes raise ethical questions if the same consulting firms are used by the school district for other management studies. However, when conflicts of interest can be prevented, such firms can be of significant help in particular situations. The district should carefully determine what fees are involved, who pays them, how confidential procedures will be and what procedures will be utilized in the selection process.

School business managers have been recruited from the classrooms and offices of elementary and secondary schools, from universities and colleges and from industry, commerce, business and public administration. Previous work experiences often have included accounting, business administration, building contracting, insurance, purchasing, architecture and school administration. Frequently the recruit has had work experiences in both school and nonschool situations. Business leaders, school superintendents and school business officials emphasize that school business administrators should have experience in commerce and industry as well as education. Also desirable is experience in accounting, business and school administration, teaching, purchasing and school business management in other school systems.

Proper training is essential. Formalized educational training in institutions of higher learning, on-the-job experience and in-service training programs after selection and, finally, the continuing effort by the official to constantly search for ways of increasing his efficiency and effectiveness in all phases of school business management are all necessary to the development of a qualified school business administrator. Increasingly, one or two college degrees are considered mandatory

for school business officials. For those who wish to excel, training and learning will continue throughout their careers.

Professional Registration

The type of continuing education in which the business administrator should be involved depends to a great extent on his previous training and experience. Ideally, the person should be a Registered School Business Administrator and/or a Registered School Business Official. Minimum qualifications for these certificates have been established by the Association of School Business Officials of the United States and Canada. If a candidate cannot qualify for either of the above certificates, this official should first structure his training to attain one or both of these professional registration certificates.

Chapter 11

Determining the Salary of a School Business Administrator

THE primary purpose of any good salary plan is to attract and retain the services of competent people. The applicant for a business administration position will, of course, evaluate a specific job opportunity in terms of additional factors such as administrative personalities and relationships, school-community attitudes, working climate, physical facilities, job status, community housing standards, cultural and recreational resources for family living and potential opportunities for professional

growth and promotion. Nevertheless, in our economic society, the salary which rewards a person's effort is of great importance.

The most recent studies of salary patterns for school business administrators indicate that the school business administrator is frequently the highest paid administrator after the superintendent of schools. Although not all school districts have established a salary schedule for business administrators, many districts provide salaries and raises according to patterns established for other school administrators. In some instances, the school board establishes the salary on an annual basis; in other instances, salary may be based on an index relating the school business administrator's salary to the teachers' salary schedule, taking into consideration months employed, years of experience and education.

In 1968, ASBO's Professional Development Committee conducted a status survey among the Association's members throughout the United States and Canada. Responses were received from more than 1,500 districts. The study indicated that there had been an improvement in the salaries paid school business administrators. In 1959, salaries ranged from $4,200 to approximately $27,200, with most salaries falling in the $8,000 to $8,850 range. By 1968 the salaries reported ranged from $6,000 to $32,000 with 27 percent lying between $12,001 to $15,000 and 26 percent between $15,001 and $18,000. In Ontario, where the school systems are typically smaller in enrollment, a May 1969 survey showed that salaries ranged from $6,520 to $25,500.

Later in 1969, in Ontario an amalgamation of school boards took place, and approximately 1,700 school boards were reduced to 170. Salaries were subsequently raised sharply, and salaries for senior administrators and business officials now range upward from $45,000 to $65,000. Similar changes have occurred in the other provinces.

In the fall of 1980, the Educational Research Services, Inc. published a report on "Scheduled Salaries for Professional Personnel in Public Schools 1980-81" as one section of a National Salary Survey. The salary patterns were tabulated by enrollment groupings, per pupil expenditure levels and by geographic regions. A similar study was made of salaries actually paid professional personnel.*

The survey results showed that the average salary of superintendents ranged from $19,500 to $120,000 with an average of $43,000. The average reported for large systems (25,000 pupils or more) was $53,565 with a range from $33,766 to $120,000. The survey results showed salaries paid assistant superintendents ranged from $18,170 to $58,734 with an average of $37,384.*

**Data abstracted from two reports.*
"Scheduled Salaries for Professional Personnel in Public Schools 1980-81" — Educational Research Services, Inc., Arlington, VA 22209
and "Salaries Paid Professional Personnel in Public Schools, 1980-81" Educational Research Services, Inc., Arlington, VA 22209

The salaries of deputy and associate superintendents averaged $41,117 with a range of means from $29,685 in small school systems to $44,713 in systems with 25,000 or more pupils.

This same study showed supervisors, directors, managers and coordinators, including workers in finance, business, plant services, food services, transportation, educational services, public relations and staff personnel services were paid mean salaries of $26,497 to $31,907 with mean salaries in the larger systems ranging from $28,490 to $33,137. School business administrators having comparable ranks or titles would be paid at such salary levels. By comparison, mean salaries of elementary school principals were $27,923; junior high and Middle School principals, $30,401; and Senior High School principals were $32,231. The mean for classroom teachers was $17,678.

Mean Salaries by Geographic Regions—When analyzed on a regional or geographic basis, mean salaries paid top administrative officials showed no consistent pattern for all levels. New England had the lowest mean salary for superintendents, ($39,391); the southwest had the highest ($47,334). For deputy and associate superintendents, New England had the lowest mean, ($33,162) and the far west had the highest ($44,316). For assistant superintendents, the southeast had the lowest mean, $32,620 and the far west had the highest $40,714.

For directors, managers, supervisors and coordinators of various specific areas, New England was lowest ($22,594) and the far west had the highest mean ($35,965).

A tabulation of means showed highest salaries paid to specialists in finance and business (about 10 percent receiving $21,000 or less and 14 percent receiving $39,000 or more). More than half the respondents showed highest salaries of $30,000 or more for the United States as a whole.

Spot checks conducted in various sections of the United States by committee members indicated salaries ranging from an entry level of about $28,000 to a high of over $60,000 in business administration positions in the fall of 1981. Suburban school systems adjacent to metropolitan areas were paying average salaries of $40,000 to $45,000 in the northeast and higher salaries were quoted in some other sections of the country, with slightly lower salaries being paid for comparable districts in Canada.

Many state and provincial associations and local professional groups have conducted salary studies, and it is recommended that local districts may find it helpful to take advantage of their findings, when seeking to establish equitable salary patterns. State Education Department and State Labor Department reports are also very helpful.

In using national studies, it should be noted that, first, wide differences exist in different parts of the continent, and data would be most valid when analyzed on a regional basis. Moreover, the salary data reported usually is already out of date. Salaries of all school personnel have risen rapidly in the past two years.

Second, the large number of job titles used by respondents in surveys to describe the school business administrator underlines the fact that there are substantial differences in job responsibilities. In some districts where the school business administrator's job has been split among two, three or even four or more officials, no meaningful salary comparisons can be made.

Therefore, few definitive conclusions can be obtained from the study. However, the following general conclusions may be helpful to school boards and superintendents in determining salary schedules for positions of school business administration:

Relationships to Teachers' Salaries. In some communities, the school business administrator's schedule has been expressed as a ratio to the teachers' maximum salary, with 1.4 to 1.95 the range of ratios most frequently reported. A few communities reported payment on a teachers' schedule or a principals' schedule, plus a general supplemental sum or a flat supplemental sum such as $1,000 or two additional months' salary. Earlier studies showed that the highest ratios suggested were "1.8 above" or "1.4 above" (interpreted to mean 2.8 or 2.4 times the maximum teachers' salary).

The use of the ratio or index plan for determination of administrators' salaries is declining. Many school boards feel that salaries of management personnel should not be based exclusively on the results of negotiated settlements with teacher associations or unions, particularly when administrators represent the board in negotiations.

Relationships to Superintendents' Salaries. In a few cases, the school business administrator has been paid the same salary as the superintendent. In other cases, his salary was determined in some ratio to that of the superintendent's; the most common range reported was from 65 percent to 80 percent.

Relative Rank and Salary Status. In comparative studies made over an interval of several years, it appears that the business administrator's salary is advancing comparably with the salaries of teachers and administrators and that in most communities that salary is usually among the three to five highest paid by the school system. Frequently the school business administrator's salary is exceeded only by the salary of the chief school administrative officer.

In larger systems, where there are several assistant or associate administrators or superintendents, the officer assigned responsibility for business functions may receive the same salary or a differential in salary or other perquisites such as travel allowance or special vacation arrangements to compensate for his additional responsibilities. In some cases, there is also a differentiation in title, such as "Deputy" or "Associate," which reflects a special status, and the business administrator is, therefore, usually second in salary rank.

Number of Schedule Steps or Increments. In those communities where salary schedules are used, the salary is most frequently increased by annual increments in a range of from four to sixteen steps. The most frequently used pattern provides for a base salary plus five annual increments to a previously determined maximum.

Such increments are most frequently made in relationship to increments paid other staff members and are frequently $1,000 or more per year. Where these officers have a multi-year contract, it is common practice to specify the salaries for each year of such contract.

Summary. Salaries of school business administrators are usually negotiated on an annual basis. However, in more and more city and suburban communities, salary schedules are becoming common for all school positions including that of the school business administrator.

Frequently, the salary of the school business officer is set by considering ratios and relationships with the salaries of the teaching staff or the superintendent or chief administrative officer. Considering that the position is a twelve-month appointment and carries many responsibilities, a ratio of the superintendent's salary would seem to be a sound basis for initial salary determination.

While consideration of negotiated salaries for teachers is important in adjusting the salary schedules for administrative personnel, it is unreasonable to use a responsibility ratio applied to this negotiated salary as the sole criterion. Other factors which should be considered are the salaries paid for comparable positions in similar school systems; other salary schedules within the school system; salaries paid for similar positions in city, county and state governmental units; trends in the general cost of living; and management salaries paid in local businesses for positions at the same level of responsibility.

The salary of the school business official appears to be advancing as rapidly as those of other school staff members. Many salary schedules provide for a range of about 30 percent from minimum to maximum, with six annual increments or steps in the total schedule.

Each community must determine its own salary ranges for such positions, guided by sound salary principles which will promote good staff relationships, attract and retain competent persons and promote increased efficiency and continuing educational benefits. It should be a basic principle of salary determination that administrative salaries should provide recognition of the added complexity and responsibilities of tasks assigned to the administrator.

In a recent AASA-NSBA report*, seven characteristics of a healthy compensation structure were identified as:

1. *Equity* — similar pay for similar job responsibilities.
2. *Rationality* — compatibility within organizational relationships.
3. *Competitiveness* — ability to attract and retain competent employees.
4. *Retention* — keeping turnover below 15% per year per category.

*See *Compensating The Administrative Team, Book 2*, AASA-NSBA, Arlington, VA 22209, 1981

5. *Job Performances* — sensitivity to quality of work.

6. *Responsiveness* — adjustments to Consumer Price Index (CPI) changes.

7. *Career Growth* — development opportunities within the system.

School Boards and school leaders should strive to include these attributes in the compensation plans of workers at all levels, and particularly at the administrative level where there are relatively few bargaining procedures available to top employees.

For the latest salary information, local school districts should contact their state office of education, state universities and the research services and reports of the National Education Association, Educational Research Services, Inc., the American Association of School Administrators and the Association of School Business Officials. State and regional Associations of School Business Officials also frequently compile information on salaries.

It is a truism that adequate salaries attract and retain the most competent administrators who, by virtue of efficient and economical administration of school business affairs, save their entire salaries many times over. Paying for a skilled administrator is a wise and sound investment.

Chapter 12

Women in the Field of School Business Administration

WOMEN are on the move in every area of society. Significantly, their impact upon the business world is affecting life styles, interpersonal relationships, politics, government, public education, private schools and universities and all aspects of organized activity. A significant impact is being generated by their entry into school administration and school business management.

As the need for good business procedures in educational administration became evident and expanded over the past 40 years, personnel from other support services, (teachers, educational secretaries and clerks, district treasurers and district clerks) were enlisted to assume administrative responsibilities, particularly in smaller school districts. Within this group were women who responded, proceeded to acknowledge the professional challenge and have moved forward to qualify themselves academically.

Some years ago, the prospect of a woman applying for the position of school business administrator would have been somewhat unusual, and perhaps a little disturbing to a superintendent of schools. No longer is this always the case. Where women have been given the opportunity to serve, they have generally proved themselves to be adaptable and efficient and have contributed richly in the various areas of professional growth on local, state and national levels.

Nevertheless, some school boards and superintendents are in a quandry about what to do with the intelligent, ambitious and well-qualified women appearing on their doorsteps. Both legislative action and legal settlements show that private industries and school districts that cling to traditional assumptions that women are limited to certain functions are inviting trouble. Professionally, these should not be the impetus for the employment of women.

Over the years, various titles have been assigned the chief school business officer. However, using the definition in *The School Business Administrator*, (1960) (1970), "Persons dealing with specific phases of school business administration are referred to as *school business officials*; and persons dealing with the total area of school business, and supported by subordinate school officials, are designated as *school business administrators*." ASBO has developed suitable standards for both titles, and "Registered School Business Administrator" and "Registered School Business Official" titles have been awarded and attested to by certificates of registry from the Association as reported in an earlier chapter.

This standardization of titles and requirements, which was jointly established by ASBO, AASA and NSBA, has greatly assisted the entry of women into the profession, as it has provided objective, non-discriminatory criteria by which the qualifications of both men and women may be measured, and has encouraged women to take the necessary training to meet those requirements.

An analysis of the ASBO membership supports the entry of women into business management. In 1960, from a total ASBO membership of 2,625, 77 or approximately three percent were female. There were no female state officers listed. In 1970, from a total membership of 4,910, 322 members (approximately seven percent) were female. Again, there were no female state officers indicated. In 1980, from a total ASBO membership of 5,503, 546 members were female (approximately ten percent). There were eight female officers listed at the state level. The highest office held by a female member in ASBO since its inception in 1910 has been Chairperson of a Research Committee.

An analysis of the makeup of the Registered School Business Administrators (RSBA) listed in the Association's 1981 Membership Directory revealed that from

a total of 796 members who had earned RSBA certification, 10, or 1.26 percent were female. An analysis of the 359 Registered School Business Officials (RSBO) in the same Directory shows 21, or 5.85 percent, were female.

It must be pointed out that counting the female membership, or the number of female Registered School Business Officials or Registered School Business Administrators who thus participate in ASBO, is not a valid statistical determination of women's activity in this field. Hundreds of districts do not have the sophisticated staff nor the economic resources to sponsor international professional association membership participation of well qualified candidates for statistical recognition. Again, a minor circumstance, such as a local school board's failure to develop and approve an official organizational chart can preclude an otherwise qualified candidate from applying for ASBO's professional registration program. Women employed in many of these smaller, poorer districts, are not counted in the ASBO totals.

An examination of the rosters of the various state organizations will reveal a much more rapid increase of women members, women who are spearheading research committees and professional studies and who are contributing to the growing mass of available literature. For example, in New York State, an examination of the 1980 state association roster revealed that out of 475 paying members, 54, or more that 11 percent were women who are being recognized as a vital part of the association. It should also be noted that there have been many women presidents and vice presidents of state, provincial and regional ASBO organizations.

A search of the literature on women in educational leadership proved fruitless in the area of school business administration. The literature does reveal fewer women superintendents, fewer women principals, fewer women professors and fewer women college presidents today than there were 10, 15 or 20 years ago.

In its report on "Selecting the Administrative Team", AASA and NSBA ask the question: "What about women administrators?" The answer is: "In a district's efforts to assure equal employment opportunity for all, special policies and efforts to encourage equal employment of women in administrative team positions are becoming more common."

According to reports from the National Association of Elementary School Principals (NAESP) "Where increasing the number of women administrators is concerned, progress is very, very slow."

Even worse, in elementary schools, women administrators seem to be slowly disappearing. There's a disturbing 50-year trend, according to the report, which shows up in every survey NAESP has conducted since 1928. Every 10 years, the surveys show that the "average elementary school principal is less likely to be a woman. In 1928 for example, 55 percent of all elementary school principals were women. In 1968, the figure declined to 22 percent. In 1978, it fell to 18 percent. This trend is mirrored for secondary principals. In 1965, 10 percent of secondary school principals were women, and in 1977 only seven percent of principals nationwide were women.

The reasons for this troubling phenomenon are many and complex. One of them: "Men tend to do graduate work in administration. Women tend to do graduate work in curriculum. This, perhaps surprisingly, is still the case today in graduate schools all over the country."

Solutions: School districts could do more to make it clear to their female employees that the district will not tolerate a "men only" approach in promotion to administrative posts from within the district—or from outside the district, for that matter. Districts could do more to encourage their women teachers to do graduate work in administration. They could also encourage women to participate in administrative courses offered by AASA's National Academy for School Executives or the many seminars sponsored by the National School Boards Association or the Continuing Education Program Workshops presented by the Association of School Business Officials. Project AWARE, a special program of the American Association of School Administrators is designed to attract more women to careers in educational administration.

Statistics substantiate the fact that the number of females employed by school systems in all school business management functions has increased steadily during the last two decades. It is also clear, however, that women tend to be employed in supportive rather than in primary supervisory positions. The reasons are many and varied as to "why have women always been under-represented in the management field they dominate?" An Educational Research Bulletin published in February, 1976, reported on research by Patricia Ann Schmuck that places the blame on both men and women. Women are cited for at least five reasons: (1) women have less advanced training than men; (2) women have less perseverance than men; (3) women do not apply for administrative positions; (4) women require more support and encouragement to become an administrator; and (5) women do not trust their own abilities to perform leadership roles. For their part, men perpetuate sex differentiation in educational administration through their own beliefs, manifested in discrimination in the training, recruitment and selection of administrators. A perusal of research on women school administrators supports Schmuck's findings.

Presently, men occupy most of the top executive positions in all levels of education. They also occupy the greater number of positions dealing with the total area of school business administration designated as school business administrators. Women in many school districts and organizations may lack the academic qualifications, experience and prior opportunities to qualify for the specialized administrative roles. Moreover, because of family responsibilities, women may not be able to move as readily as men to avail themselves of professional opportunities. Most men still perceive this issue as a woman's problem rather than a problem of equal opportunity or human resource allocation.

Experience has revealed that some men are actually threatened by the prospect of more women colleagues in administration or the possibility of a woman supervisor. Some women, unsure about effective management styles, may attempt to model a highly authoritarian style. Such attempts usually result in alienating subordinates and sabotaging the woman's chances for success. While this same tend-

ency may happen to men, the fact that relatively few women occupy management roles makes any problem women have as managers more visible.

All values and expectations change slowly. ASBO has been in existence since 1910. It required some decades for it to grow into the fine organization it is today, and to earn the status to offer to its members professional prestige, recognition and support. Women are now becoming a part of this effort, and are demonstrating that there is indeed a need for their talents.

As an indication of new trends in thinking, it is interesting to note also, that ASBO and its Exhibitors, all of whom are Business Associate Members of the Association, have established the Frederick W. Hill and Schyler C. Joyner Scholarship Awards to encourage advanced training in school business administration. Of the first four recipients of this award, two were women, both of whom have achieved administrative status in large school systems.

It has taken some time, but now comprehensive graduate programs have been developed by many colleges and universities to train young people in all of the required proficiencies. Concurrent with this is the internship program, developed by institutions of higher learning in cooperation with practicing school business administrators, as an experience designed not only to accumulate graduate credits for the student, but, more significantly, to provide valuable learning experience.

Because women are endowed with a historical background of teaching, a natural meticulousness for housekeeping, budgeting, management of available resources, accounting and good nutrition for children, positions in school business administration are now attracting more female candidates with executive ability.

It is not presumed, nor necessarily expected that the number of practicing male and female professionals will, or should be equal in number, but the opportunities are there, and for those women who are dedicated to the concept of public education in our society, who will work long hours when it is necessary to accomplish a goal, and who will contribute toward their own personal growth and that of a worthwhile profession, a position in school business management offers an opportunity for a rewarding lifetime experience.

Currently, in the general field of school administration, there are less than 200 female superintendents. A number of states do not have a single female superintendent. It is obvious that if American education is to make the best use of its human resources, educational entities must take further action to achieve equal employment opportunities for leadership roles. Some steps that might be taken are:

- The national school professional organizations should continue or initiate sponsorship of national conferences for women who aspire to management positions. Women need advice on such routine issues as resumé preparation, mobility decisions, development of support and information systems, and the management of personal and professional roles. The very fact that there was a request and a need for this chapter in this third edition of Bulletin 21 indicates a change in attitudes on the part of some "professionals".

- State education agencies can give women information on certification requirements, areas of growth in the state, trends in education and other helpful information. State agencies can also provide leadership opportunities such as observation and participation on important committees and the chance to chair such committees. These opportunities would give the experience, knowledge, background skills and visibility needed by future leaders.

- State and provincial ASBO associations can provide opportunities for their female members to serve as state and international officers. Women ASBO members and officers in state and provincial organizations who aspire to leadership positions in the international association must take responsibilities for themselves. Such qualified candidates should be endorsed and supported by their state or provincial organizations. Such support should be without regard to the gender of the candidate. First, women must earn the graduate training and academic credentials associated with leadership. Second, married or unmarried, women must show a willingness to move to the job. (This is not a problem for all women, and employers should not assume that it is.) Third, women must learn to work with other women.

The research literature notes that some women find it difficult because of their socialization process to become natural allies with other women. Some professional women tend to be intolerant and suspicious of other professional women. Women aspiring to become school business administrators and school business officials must learn the skills associated with teamwork and with open communication for effective humanitarian leadership. Other research also suggests that the ideal woman school business administrator should cultivate many of the virtues that have been expected of the ideal woman; being attuned to the needs of others; knowing when to be firm and when to bend; knowing how to give another person room to go around rather than over; and being able to share the process and direction with others.

To summarize, an efficient and effective woman school business administrator or official should have the capacity to work like a mule, think like a man and act like a lady.

All values and expectations change slowly. School boards and superintendents may often prefer to see males take the responsibility for the functions of the school business management. They may also assume women are not interested. School boards and superintendents in most communities quietly express a need to move very cautiously on major issues, including sex equity. Hopefully, this attitude will be replaced in the future by competency based networks where relationships are based upon competence, regardless of gender. Accepting the idea of women school administrators as members of the superintendent's cabinet and advisory body and as a part of the team that helps to determine school administration policy requires a new attitude about women and leadership. What is most important is that talent be recognized, that opportunities be provided on an equal basis and that women and men be given reasonable support, training and encouragement by all educational and community organizations and professions.

In the final analysis, the number of women and their level of success in school business administration will be through individual effort. Women will attend and actively participate in professional organizations; work long hours when it is necessary to accomplish an organization or personal goal; obtain advanced degrees and specialized training, and pursue other activities to further their careers. Women will use individual strategy and effort to promote their own advancement.

The woman who is selected and survives as a school business administrator will be the one who relies upon herself as an individual. Her true potential will be realized through her own capabilities and contributions to the profession and not through collectivism. She will be a unique blend of feminist and antifeminist. The woman school business administrators in the decades of the 1980s and beyond will be feminists in principle and individualists in practice. These women will be willing to help other women. They will be intelligent and articulate, self-confident and charming. There will be many complex areas where they will learn the skills for survival, the use of alternatives and compromises and the arts of leadership in the same manner as do men.

Educational leadership is tough for anybody. However, a career in educational leadership is total nourishment for the competitive, achievement-oriented personality. Women must be willing to work harder and longer, to be emotionally tough and to be willing to make sacrifices. But women can succeed in any leadership position in education provided that they believe in themselves.

During ASBO's 68th Annual Meeting and Exhibits in Atlanta, Georgia, in 1982, the Association's membership approved the following resolution related to women administrators:

Women Administrators

The Association of School Business Officials of the United States and Canada urges school administrators to assist local, state, provincial and national organizations to establish and sustain effective affirmative action programs, provide leadership training and career opportunities for women educators, and involve women at all levels of decision-making and in the total socio/political processes of the community.

Chapter 13

The Legal Implications In School Business Administration

IT is important to be well informed about the legal framework and limitations within which the school business administrator must function. This requires some reference to the legal implications surrounding the office of school business administrator.

This chapter is not intended to be a mini-course in school law, but rather an attempt to convince the practitioner, regardless of his experience, of the imperative need to be on sound legal ground in administering the duties of his office. Although not always crystal clear, *what the law is* must always prevail. The school system, as a public institution and agency, can afford nothing less than a meeting of the full requirements of the law, and these are under almost constant scrutiny and change.

The school business administrator must be fully knowledgeable about what the law is; constantly alert to changes in legal requirements involving his assignment; and steadfastly committed to procedures which will stand examination even through

litigation. Although there is a place for argument and interpretation, the school business administrator must not engage in speculation or gamble on his own ability to outmaneuver the law and the courts. To depend upon the plea of innocence because of ignorance of the law is not an acceptable excuse. The public will neither be sympathetic with such a defense nor be tolerant of such a level of incompetence.

Within the structure of administrators in a local school district, the business administrator, by virtue of his duties, is closest to the areas of legal requirements pertaining to the operation of schools. Whether this condition comes about by specific assignment and job definition, or by assumption in the normal course of events, it is a responsibility which cannot be avoided, let alone neglected. The necessity to operate within legal limitations is a responsibility which the practitioner should undertake with competence and exactness.

Today's demands on school administration and operation leave little room to deny that in practice the school business administrator must serve as a quasi-legal representative. Among the many skills of this professional, the school business administrator should know when to call for the services of a licensed attorney. There is no substitute for competent legal counsel, and school districts cannot afford to be without such services.

Educational services are provided in an environment of law and should be performed with responsible professional behavior. The school business administrator's position is one that carries great responsibility with it. The granting of power is considerable in order for the responsibilities of the position to be fulfilled. In the exercise of power, the school business administrator must operate within a *gestalt* of law and ethics if he is to generate respect for his office and survive the onslaught of potential problems when laws, the public trust and the ethical values of his constituency are violated. School business administrators, therefore, are expected to behave from a knowledge of the law and an understanding of expected standards of exemplary professional conduct.

This section is concerned with the importance of the school business administrator's decisions and actions being on sound legal ground and in keeping with an accepted Code of Ethics.

Legal Implications

Perhaps one might view the law as a common reference point or a framework within which school business affairs are to be conducted. Legislation from federal, state and local government levels, judicial decisions from federal, state and local courts and policies and regulations from state and local school governing agencies provide both general and specific guidelines and procedures for many decisions and actions that must be adhered to in school business matters. When the work/task areas associated with the responsibilities of the school business administrator are examined, it can be readily seen that the law undergirds most, if not all, of these operations and activities. For these reasons, it is of great importance to understand some of the legal issues and questions involved. This section identifies areas of litigation for further study.

With the recent introduction of such major concerns as collective bargaining, integration, court-ordered busing and redistricting, and a changing concept of government immunity, an additional demand to know the law has been thrust onto an already overburdened member of the management team, the business administrator. It is a fair generalization that, by comparison, the business affairs phase has exceeded all other areas of school operations in its growth, importance, expectations and demands. It is a crucial area deserving of the greatest excellence in its leadership and contribution to the management team.

A little practice in reading and understanding a few legal terms will enable the practicing business or other school administrator to become somewhat knowledgeable in this area. School law is both complex and broad, but not so complex that its basic principles cannot be understood. Anyone who claims to be competent in guiding the business affairs of a public institution must have an underlying understanding of the legal implications of almost all of his duties.

It is interesting to note the number of school business administrators who also serve as secretaries to their school boards. At first, such an assignment may be looked upon as a chore. However, it is a compliment, for nothing is more important than the official records of the school board. The minutes of the board are saturated with legal regulations regarding procedures, with all actions subject to statutory limitation or permission. The time is past for operation on the principle of trial and error. Education is vulnerable enough, and we cannot afford to further shake the confidence of the public with shoddy, uncertain, careless and questionable practices and procedures.

The sources of school law can be identified as (1) the constitution of a state or province; (2) statutes and enactments of the state or provincial legislature; (3) decisions of state or provincial courts (case law); and (4) codes and directives of authorities such as state or provincial school boards. It is quite apparent that the business administrator should become a scholar of his own state or provincial law.

A local school district is an agency of a state or province and has only those powers expressly given to it. As such, the local school district is a quasi-corporation (involuntary). As a unit of government, the local school district is quite separate from the municipality or other political subdivisions of government in which it is located. In general, the local district is not subject to control or regulation by authorities of other units of government, unless such authority is specifically provided by statute. The school business administrator must always know what is permitted and required by statute.

Recognizing the broad dimensions of law for the school business administrator, it should be pointed out that the position has no inherent authority. Outside the required work of an attorney, the more common operations of the school business administrator which have strong legal implications and demand strict adherence to legal procedures and clear understanding of limitations and rights, are contracts, tax levies, debt limitation, allocation and management of school funds, the budget, elections, audit, property management, bidding, property use, transportation, a variety of state and federal reports and, unfortunately, fund borrowing. Other areas

involving the school business administrator are bond programs, refinancing, tenure actions, liability litigation, condemnation, abandonment of property, right-of-way actions, zoning restrictions, inspections by municipal authorities and assessments.

Following are some of the areas of responsibility of the school business administrator. Under each heading there are suggested areas of litigation designed to illustrate the type and breadth of information the school business administrator must have to properly administer the responsibilities of his office. Above all, the school business administrator must be a scholar of statutory enactments of his state. He must recognize that the business of schools is a public trust; that education is a power of the state in the United States, reserved to it under the Tenth Amendment.

School Board Meetings — The legal status of school board action has come into question a number of times. It is, therefore, important to understand the law as it applies in a particular state or province because of possible impact on school business matters. A school board can act only through the concensus of its members, for it is the school board and not the individual members that is given the power to act. Other litigation over board meeting issues has dealt with the legality of board meetings, written notice, the taking and counting of votes, quorum action, tie votes, a majority vote, finality of board action, closed meetings and board minutes. These and other similar matters may affect both policy and actions related to the business affairs of a school district.

Elections — Local bond referenda and school millage elections are important to school business operations. The validity of elections is the subject of a great deal of litigation. Usually, however, the courts have been slow to set aside an election on the grounds that it was not valid. Court challenges have included the interpretation of statutes, election fraud, election petitions and notices, ballots and balloting and majority votes.

Taxation — Most litigation in the area of taxation has been concerned with the levy, assessment and collection of taxes. It is generally held that where a school board (or other authority) has tax levying authority, its actions are presumed to be legal, and anyone challenging its actions must bear the burden of proof. A school board, in assessing and levying taxes, is performing a quasi-judicial function. Board actions are upheld in the absence of proof of illegality, fraud, arbitrariness or error. Other areas that have been subjected to litigation include the legality of taxes and disposition of tax proceeds and the assessment of property and collection of taxes. Clearly this area is of considerable concern to the school business administrator.

School Organization — Most of the litigation in this area involves the interpretation of statutes, and there appears to be no general legal principles that have universal application. Therefore, it is clear that such legal problems or questions must be considered as a part of the law in a particular state or province. There appears to be two discrete areas of litigation—the consolidation of schools or attendance area reorganization and the merger of school districts.

Generally, the courts will not interfere with a school board's exercise of discretionary power to consolidate schools vested in it by the legislature or constitution except in cases of clear abuse of that power. Furthermore, unless evidence is

presented that a school board has acted arbitrarily, capriciously or illegally, its actions in reorganizing attendance area boundaries will not be interfered with by a court. However, it should be repeated that state/provincial and local statutes and state or provincial court decisions prevail in such matters.

Much litigation has been concerned with the reorganization of school districts. Courts generally agree that school district reorganization is a legislative function. School districts have no vested rights in their own existence and no property rights in the location of their boundaries. Other areas of litigation involve petitions for annexation; the creation of school districts; the constitutionality of reorganization legislation; the transfer of property; notices, orders and elections dealing with reorganization; competition for the same territory; and the legality of school districts.

Budgets — School funds are state funds. The legislature may enact laws relating to school funds unless otherwise provided by the state constitution. The legislature also may enact laws that determine the method by which any school district may appropriate and account for expenditures. Control of budgetary practices is the domain of the legislature and the courts have protected that power.

Even though statutes may determine when and how budgets may be proposed, amended, publicized, presented to the public, advertised and adopted, the courts have recognized the discretionary power of school boards to allocate funds to competing demands of the school program. The courts have dealt with other budget issues such as official appropriation, prior authorization, surplus funds, special funds, co-mingling of funds, student fees, emergencies and transfer of funds.

School Debt — State legislatures impose limitations on school borrowing to whatever extent they deem prudent. It is clear that school districts have no implied power to raise funds either by short term or long term borrowing.

Usually, the controls imposed on short term borrowing are not as stringent as those affecting long term indebtedness. Short term borrowing is usually limited to anticipated revenues and are not subject to dollar limits of long term debts since the annual budget and tax limits provide some protection.

Long term debts are used to finance school construction and other capital improvements. Dollar amounts and the procedures used to create the indebtedness are regulated by state/provincial consitutions and state/provincial statutes.

The courts have dealt with such issues as validation of bonds, approval of bonds, creation of debt, legal defects, debt limits and bond elections.

Contracts — Common law imposes a number of requirements on public contracts. These include legal capacity of parties, mutual assent, valid consideration, legal subject or content and enforcible terms. The courts have dealt with such issues as pecuniary conflict, *ultra vires* contracts, contract awards, competitive bidding, bidder qualifications, withdrawal of bids, rejection of bids, bid alternates and contract amendments.

Liability — A school district can act only through those persons whose conduct is imputable to it. Under the common law principle of "respondent superior", a master is responsible only for authorized acts of its agents; therefore, the conduct of an employee of the district could be imputed to the district if such conduct was within the scope of the employee's authority.

Issues which the courts have considered include negligence, nonfeasance, malfeasance, nuisances, governmental immunity, proprietary activity, discretionary acts, limits on recovery, procedural matters and the liability of school officers. In recent years, cases involving civil rights, affirmative action, Title IX, violations of privacy, job discrimination and other areas of liability have markedly increased.

Insurance — State and provincial statutes will govern in establishing what shall be covered by insurance, the limits of insurance coverage and the procedures for acquiring it. In the absence of statutory authority, the power to insure school property is implied from the general power which a school board possesses to manage school district property.

The courts have dealt with issues pertaining to school insurance such as group life insurance for teachers, construction insurance, workmen's compensation, liability insurance and pupil transportation insurance.

The School Plant — School districts hold school property as trustees, not as owners. School property is subject to control by the legislature in that it may change the trustee at any time. The procedures by which school districts acquire, construct, operate and manage school property are determined by state or provincial statutes. However, the courts have become involved with selected issues dealing with certain aspects of managing the school plant which include selection of school sites, the acquisition of property, eminent domain, school design, cost and financing of buildings, building code jurisdictions, reversion of title, contractor's bonds, special assessment for local improvements, defective performance of contractors, non-school use of school properties and sale and lease of school property. Many suits involving the closing, proposed closing, conversion or alternate use of school buildings are now common.

Transportation — In most states and provinces, statutes either authorize or require that school districts provide pupil transportation to public schools. The weight of authority seems to be that unless specifically authorized to do so by statute, school districts may not spend public money to transport pupils to the public schools. However, in some jurisdictions, the courts have ruled that, under broad statutory powers, school districts have implied powers to provide transportation. The courts have dealt with these and other issues such as walking distance, bus routes, private contracts, district liability for pupil injury, bus driver negligence and transportation insurance. In many areas, transportation to non-public schools has been authorized, mandated and contested. Transportation of the handicapped, and use of buses for senior citizen or adult activities has also engendered much litigation.

The status of school employees other than teachers and administrators is not clearly established. There are some isolated cases although such do not support

widely applied principles. The courts have dealt with a number of pertinent issues involving noncertified employees. Some of these issues include employee status, standards for employment, eligibility lists, dismissal procedures, oral contracts, tenure, retirement and workmen's compensation.

Purchasing and Procurement — State and provincial statutes provide litigation that seeks to prevent fraud, collusion and favoritism and to enable public schools to receive the best in goods and services for the lowest available price. Litigation in the courts has dealt with such matters as the requirement for competitive bidding, contracts for goods and services, lowest responsible bidder, bidding practices, contract changes, bidder qualifications, withdrawal of bids, right to reject bids and contract awards.

Employee Negotiations — Litigation in the field of collective negotiations is relatively new and is on the increase. Many questions are unanswered by statutes enacted by state or provincial legislatures. Annual revisions of public employee labor relations laws would indicate that there is not yet a set of common principles to guide collective negotiations. The laws of each state and the court decisions pertaining to their interpretation must be examined in order to obtain an understanding of what the law is in each state. The courts have dealt with such issues as the legality and enforceability of collective agreements, the right to strike, the duty to negotiate, the rights to join associations, arbitration, unlawful work stoppage, injunctive relief and union rights.

The position of the school business administrator is becoming increasingly diversified. More important than this diversification is the law which controls and governs our society and, in particular, those in positions of responsibility and public trust. To recognize and respect the legal implications surrounding school business administration is an imperative of school administration. Only those who recognize and function within the law can be totally competent and creditable in administering their duties.

Chapter **14**

A Code of Ethics for School Business Officials

BECAUSE school business administration is a profession, it must have a professional Code of Ethics. The status and importance of activities engaged in by school officers has caused the Association of School Business Officials of the United States and Canada to make a continuing study of the ethics of the profession.

Every school business administrator should have a goal of exemplary and ethical behavior. Such behavior is essential in order to establish the professional status of the position of school business administrator. It is likewise essential if the school

business administrator is to provide the kind of leadership that can give ethical direction to an important program of the school district.

A Code of Ethics should be a guiding statement of the ideals and responsibilities of the school business administrator, not a statement of morality. It should be a creed which defines acceptable standards of behavior. Unethical practices are a menace to the profession and greatly depreciate the value of the services performed by the profession.

ASBO has recognized the importance of professional ethics. Such a code was listed in Bulletin 21, in 1960. A revised Code of Ethics was adopted by ASBO at its 1963 Annual Meeting in Denver, Colorado and is included in this chapter. Many state and provincial associations likewise have adopted similar codes as guiding principles. The Board of Directors of the California Public School Business Officials adopted a Code of Ethics as early as May 29, 1959. New York ASBO adopted

NEW YORK STATE ASSOCIATION OF SCHOOL BUSINESS OFFICIALS-NASSAU CHAPTER CODE OF PROFESSIONAL ETHICS (Proposed)

A. INTRODUCTION

Membership in the New York State Association of School Business Officials-Nassau Chapter (hereinafter referred to as the Chapter) implies that the member has assumed an obligation to be diligent in the performance of professional service, and fair and honest in relations with all district staff, the board of education, fellow practitioners and the public, and has a proper appreciation of his/her duties to the community and state. In recognition hereof the Chapter has promulgated the following rules of professional ethics.

These rules do not comprise all acts that may be considered incompatible with the obligations and responsibilities imposed by professional status and by membership in the Chapter or discreditable or harmful even though not specifically mentioned or described in the rules. Under the general provisions of this code any member may be admonished, suspended or expelled for cause by the Executive Committee of the Chapter (hereinafter referred to as the Executive Committee), after due opportunity of a hearing upon charges preferred against him/her, whether or not the alleged misconduct is specifically enumerated or described in the following rules.

C. RULES

1. A member shall not commit an act discreditable to the school business profession.

2. A member shall:
   a) Make no promises or statements without appropriate authority which may appear to be binding on his/her public office.
   b) Dispense no special favors or privileges to any person or group, either for remuneration or reciprocal favors, and to accept no ben-

the International ASBO Code subsequent to its adoption, and recently considered a revised code (May 1981) proposed and adopted by its Nassau County Chapter (and is included in this chapter.)

Unfortunately, in every field, there are those who will disregard ethical behavior because of either ignorance or personal gain. School business administrators should encourage state associations and local groups to be concerned with the implementation of exemplary practices. The school business administrators should provide leadership to encourage staff members to practice exemplary behavior every working day. The opportunity for service should be used to build a reputation of exemplary conduct that will far outlast the tenure of office. It is the opportunity to leave a legacy beyond the clarity of financial statements, the credibility of fund balances or the toughness of fiscal decisions; it is to leave a legacy of exemplary behavior and ethical conduct.

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efits or favors of any kind which might be construed as influencing the judicious performance of his/her public duties.

c) Maintain the highest levels of personal and professional integrity, and to set the best possible example for his/her colleagues, the community and the younger generation.

3. No member shall:
   a) Have an interest, directly or indirectly, in any manner whatsoever, except by operation of law, in any contract or business or professional dealings with the school district in which he or she is employed.
   b) Act as attorney, agent, broker, representative or employee in business or professional dealings with that school district for any person or corporation in which he or she has a direct or indirect interest.
   c) Engage in, solicit, negotiate for or promise to accept private employment or render services for private interests when such employment, or service creates a conflict or impairs the proper discharge of his or her official duties.
   d) Invest or hold any investment directly or indirectly in any financial, business, commercial or other private transaction, which creates a conflict with his or her official duties.

4. No member shall:
   a) Directly or indirectly solicit any gift for personal gain or use.
   b) Accept or receive any gift which would violate the provisions of the laws of New York State.

5. No member shall disclose confidential information acquired by him/her in the course of his/her official duties, concerning the affairs of the district or any other confidential information of an official character except when required by law, nor shall he/she use such information to further the financial or other private interests of himself/herself or others.

A Code of Ethics

Ethical behavior is one cornerstone of a profession. In accepting membership in the Association of School Business Officials of the United States and Canada, an individual assumes the obligation to serve and promote the Association's purposes and ideals by exemplifying, day-by-day, in one's varied roles and relationships the high standards of personal and professional conduct inscribed in the Association's Code of Ethics.

Within the *community*, the ethical administrator seeks:

To share with other citizens the responsibility for the development of sound educational policy and to assume the full responsibilities of citizenship.

To develop cordial and frank relationships, demonstrating the spirit of honesty, cooperation and courtesy in his dealings with community residents.

To participate in and become an integral part of joint educational efforts.

To impart adequate and truthful information regarding school business transactions to appropriate parties.

To assure educational value for the expenditure of tax dollars through the application of cost-efficient procedures.

To maintain a realistic perspective of the ability of the community to afford financial support to educational programs.

Within the *school system*, the ethical administrator seeks:

To make the well-being of all students the major consideration in his operational activities and decision-making.

To evaluate departmental support services given to the educational program as well as its cost-effective techniques.

To cooperate with all other school departments, giving and accepting counsel and assistance.

To preserve the integrity of his department in its dealings with others.

To inspire loyalty by example, both individually and organizationally.

To work openly and cheerfully within the system and to accept the constraints of the chain of command.

To implement his employer's policies and administrative regulations, seeking through appropriate means to modify those that may be inconsistent with sound educational goals.

ASBO CODE OF ETHICS

(Adopted by the 1963 Meeting assembled in Denver)

The actions of a school business official will at all times be:

I. BEST FOR PUPIL

The ultimate objective of all actions and decisions shall be to give the pupil the opportunity to develop mentally, physically, socially, and morally to the fullest extent of his or her capabilities.

II. FAIR TO ALL CONCERNED

The acceptance of personal responsibility and respect for the rights of others shall be a basic philosophy in all actions. All facets of responsibility shall be administered in a manner to provide justice at all times with a realization that satisfaction for all is not always possible, to act with objectivity and impartiality, and to do everything to advance this standard.

III. DESIGNED TO BUILD GOODWILL AND BETTER UNDERSTANDINGS

The development of appropriate, well defined policies concerning communications, public and interdepartmental relationships, employee conduct, discipline and welfare, along with the constructive implementation of these policies is the basis of a sound public, pupil and employee relationship. The result should provide the broadest opportunity for the development of goodwill and better understanding.

Mutual and honest information exchange between the individuals concerned, wherein confidential information is guarded and public information is not concealed, is the basis of confidence in operation.

IV. BASED UPON RESPECT FOR THE PAST, KNOWLEDGE OF THE PRESENT, AND CONCERN FOR THE FUTURE

The realization of the richness in legacies left by predecessors and use of efficient methods based upon both these experiences and present ideas, leads to strengthening education in the present and in the future. Valid research methods are sound bases of building for the future.

V. LEGALLY AND MORALLY RIGHT

The conformance to all laws is the foundation of integrity of operation. Procedures shall support only that which is legitimate under the spirit and letter of existent pertinent law.

Stewardship of the school business official is one of public trust, and duties shall always be performed in accordance with the highest moral and ethical standards that will bring honor and credit to the school district.

VI. LOYAL TO MY ASSOCIATES, TO MY SCHOOL DISTRICT, TO MY STATE OR PROVINCE AND COUNTRY, AND TO MY CONSCIENCE

The administrative staff of a school district is a team with a common goal always directed toward better education of youth. Cooperation with and loyalty to the team is essential for the achievement of this goal.

Loyalty to democratic ideals directed towards the goal of better education for youth must also include loyalty to the community, state, province, and nation.

The responsibility of stewardship and careful handling of public funds may be accomplished only by the conscious application of our highest abilities.

VII. THE BEST THAT I CAN PERFORM

A basic philosophy of service shall be that the schools will be served by the best — in skills, in competence, in attitude, in personal qualifications, and in loyalty.

There shall be recognition of a constant obligation to perfect knowledge of the disciplines of public school administration and skill in their application. The highest professional ideals in performance shall always be the challenge — to be met boldly through the implementation of new techniques, based upon proven research, that will provide the best ultimate tools for education.

To reward merit on the part of subordinates and to reject all other approaches to advancement.

To be unequivocal in safeguarding confidential information and not to profit unfairly therefrom.

To applaud the accomplishment of peers and co-workers.

To act firmly, fairly and quickly on the basis of fact, in cases of misconduct or neglect and to defend as firmly, fairly and quickly, those unjustly accused.

Within *the scope of the profession*, the ethical administrator seeks:

To uphold the integrity and honor of the profession and to so conduct himself as to reflect credit upon the profession and inspire the confidence, respect and trust of his employer, his colleagues and the public.

To accept the responsibility of his professional status.

To support organized professional activities by devoting time and effort as his position and his ability reasonably permit.

To participate in educational research and to publish the results of such research.

To support the premise of truth and justice that requires a code for ethical conduct.

To unhesitatingly require the removal and/or disbarment of any colleague whose conduct is a reproach to the profession.

To periodically review the ethical requirements of the profession and to upgrade them as necessary.

To foster mutual respect and understanding between public education and other segments of society.

To maintain loyalties on the following priority scale: to the people first, and then to the organization, its members and self.

To procure employment on the basis of qualification and honest credentials; to apply for open positions only; to compete fairly with other candidates for those positions; and to reject the premise that to apply for another position as a means to advance one's present position, either in salary or status, is an acceptable tactic.

To perform to the best of one's ability for the duration of a contract or agreement or until one has been released from such obligation.

To keep abreast of developments in appropriate areas of education, but especially in those affecting school business administration.

To promote professional growth of colleagues and self through affiliation with international, national, state and local professional organizations.

Within the *business community*, the ethical administrator seeks:

To promote his reputation for honesty and integrity by accepting no gratuities, favors or gifts that might impair or appear to impair his professional judgment.

To exhibit loyalty to the community and the school district.

To exhibit faith in the profession.

To deal justly and honorably with all on legitimate enterprise.

To consider first the interests of the Board of Education and to believe in and carry out its policies.

To encourage the exchange of collegial counsel and to be guided by such counsel without impairing the dignity and responsibility of the office.

To transact all business without favor or prejudice.

To strive consistently for better knowledge and information on which to base decisions.

To establish acceptable practical methods for the conduct of business.

To denounce all forms and manifestations of bribery.

To accord a prompt and courteous reception, insofar as it is possible, to all those who call on a legitimate business mission.

To respect obligations and to require such respect consistent with good business practice.

To avoid sharp practice.

To enhance the quality and standards of the office in respect to specifications and the adherence thereto by all seeking to do business with the school district.

Chapter 15

Emerging Issues, Problems, Challenges and Concepts in School Business Administration

THE evolving mission of the school now includes service to increasingly diverse publics and clientele pursuing increasingly diverse objectives. Methods of financing the total educational program have also evolved, but have generally lagged far behind the resource requirements resulting from the mandated and assumed functions of the schools.

Local school programs have become society's chosen instrument for achieving equal access and many other social objectives which were formerly left with the home, the church and other social agencies. Despite these increased tasks, inadequate increases in federal and state/provincial monies have forced school administrators to place heavier tax burdens on local taxpayers in this inflationary era.

Changes in funding formulae to increase tax dollars available for each student client have combined with the inflationary spiral and declining enrollments to create an environment of rising expectations and budgetary strains. The erosion of the financial position of local school districts, plus the impact of tax limitations, and judicial decisions on equal educational opportunity, have created problems of unprecedented magnitude for school business administrators.

Critical also, are rising costs of utility rates and fuel bills, which cause funds to be removed from the education instruction "pot" just so the operating bills can be paid. School district financial problems have been aggravated by a decline in the number of student clients in many cases, and with state aid based on "head counts", which also gives inadequate consideration to the special expenses of costly mandated programs for children with special educational needs.

As a result, local school districts have been hit hard in terms of the adequacy of state appropriations. Taxpayer resistance has been heavy, especially to those new programs funded by local property taxes, as the decline in the state share has had to be offset by increased local taxes. Part of this resistence has tended to make the local taxpayer, and frequently, the school board, question the importance of many services and instructional programs. The comprehensive school seems destined to have a difficult time in the next decades, and many districts will have difficulty in funding minimum programs.

In addition, teacher shortages in some subject fields, due to the salary differential in education and the industrial-business field have caused many frustrations for the school business administrator who must try to meet ever-rising salary demands with fewer and fewer new resources. To date, the emerging conflict between the pressures imposed for improved educational development, growth and improvement, and the restraints imposed by financial policies designed to establish stability, reduce inflation and provide planned "cut backs" in government costs has not been confronted squarely. For schools, this confrontation has been avoided by watering down the instructional program and decreasing operational services.

The full impact of "Proposition 13" fever is yet to be felt, but schools are among the first to be affected. Since there are few accepted basis for "before and after" comparisons (because education has few generally accepted measures of quality of instruction), school business officers find it hard to prove that such actions at the local district level have decreased the quality of instruction. It has become politically useful for antagonists of public education to attack the schools and to propose the use of public funds for private school support. Thus, the school district's programs and credibility have become a very serious issue, both in the teaching profession and out in the community. In such an environment, the tasks of the school business administrator have become increasingly difficult but also increasingly important, if the public school system is to survive.

The preceding chapters have described and explained some of the significant aspects of the work of the school business administrator, as a key member of the School Board/Administrative Team. These chapters have suggested a number of important implications of the role of the school business administrator in educational practice. In some cases, the reader can discern patterns of future movements that appear to be imminent, but predicting what is to come is always hazardous. In a world that is rapidly changing, the future is full of surprises. Nevertheless, this chapter will attempt to suggest certain emerging issues and problems in the context of the current situation, which will represent constant challenges in the years ahead.

Managing in the Coming Decades

In time of stress, school boards become increasingly involved in administration. The line between policymaking and school operation or administration becomes less clear, or even blurs within the context of local demands and conflicting pressures by various "publics". School board membership changes from persons with broad overviews and leadership experience to persons of lesser perspective, or who have an axe to grind; or single objective candidates to whom educational issues are frequently not important. A new, positive process of state coordination of public education may be developed that as a result of economic pressures can result in greater efficiency in education and will act as a stabilizer to local school districts so that statewide and national issues are handled in a coordinated manner.

There will be increasing use of the media by school trustees in shaping the public image of the school district. It will be recognized that the media creates much of the community's attitude toward schools, and directly affects the final support of

the district's educational programs. Because a major portion of the district's population will have no children in school, changes will be made to broaden the schools offerings and services to adults, senior citizens and community groups.

Funding

As a result of state/provincial court decisions, the people, through their elected representatives, will recognize that public education is a primary task of government, and that more adequate state/provincial support must be provided. School business officials will be called upon to play key roles in this process.

Education fund allocation formulae will be developed to redress the detrimental effect of currently utilized formulae under conditions of decreasing enrollments and mandated increased program costs. A clearer understanding is needed of what those who provide the funds believe schools should be doing; the resources they are willing to provide to help school districts do it; and how these resources may be employed to help achieve the most advantageous results. To the school business administrator, this will mean that to promote better accountability, school districts will have to monitor activities and operations of the organization, much more closely than ever before.

Therefore, evaluating outcomes and reporting to funding sources will be of utmost importance in the coming decades. This process is more than simple accountability. School districts, serving a smaller student population, will inevitably involve choices that were not necessary when student populations were expanding. Many elective courses, and many costly expanded curriculum offerings, will face curtailment or elimination.

General School Administration

Because of the critical impact of economic curtailments, there will be heightened awareness that future educational outcomes and conditions may differ widely, depending upon decisions taken in the present, rather than the old view that the future is inevitable, fixed and unforseeable, and school business officials and general administrators will manage to develop new techniques for implementing flexible strategies which will allow for rapidly changing needs and resources.

Long term plans will necessarily consist of constantly updated short term, incremental plans. To survive in such an environment of change, the central task of school administration will be the management of the process by which shared meanings are constructed among the participants by the governance and operation of school districts. Schools will exist only as they have meaningful impact in meeting individual needs and in serving changing social purposes. If they can not do this, the forms of public education, as we have known them, will face drastic change.

Undoubtedly, local administrators will be held strictly accountable. Decreased tenure and increased pressures for visible performance and leadership will be demanded. As a negative result, there will be a transition from "educational man-

agement" to "institutional leadership" and schools and education will suffer due to the plethora of short term management changes and general lack of long term educational stability.

Men will continue to hold most of the "line" positions while women will hold staff positions at lower levels. If the general climate in society remains favorable, equity in school administration may be more apt to become a reality as women enter administrative ranks and demonstrate their competence, and thus change the attitudes of leaders and teachers that have prevented their advancement.

Budgets

Because budget funds are curtailed, there will be an increasing need of various resource allocation processes, such as Management by Objectives (MBO); Planned Program Budgeting Evaluation Systems (PPBES); Educational Resource Management Systems (ERMS); and other such systems that will undergird, support and control the figures in the budget.

Budgets will be reviewed as a whole in the sense of considering the value of all existing programs as compared to all possible alternatives. Elements of zero based budgeting and cost benefit analysis will be more prevalent and require more patience and skill on the part of the school business administrator. There will be more recognition that the value of the school district is more than the school budget. Computers will extend the business manager's reportoire of skills in the decision making process, but these will engender the danger of having computers replacing people as decision-makers.

School Business Administration

As a result of the foregoing trends, school business administrators must be prepared to respond to new and flexible ways of managing their operations/functions. They must be skilled and knowledgeable of the different theories of business leadership and academics in times of high accountability and redesigning of managerial structures. When costs outweigh the benefits in future programs, the school business manager must have the courage to so state and to lead toward better alternatives.

School business administrators will need to be in the forefront in the crucial matter of recruiting and retaining students in the continuing period of declining enrollments and dwindling resources.

School business administrators of the future will recognize that to be successful in managing stress, one must be a diagnostician as well as an effective decision maker and implementer. They will be expected to be leaders in the prevention of "job burn out" for their staffs and for themselves. Personal morality, ethical behavior and effective leadership of the highest caliber will be required to bolster and protect, and re-instill the taxpayers faith in effective free public education.

In the future, as never before, a thorough understanding of the concepts of leadership and effective management will be required if school business administrators are to cope successfully with reduced resources. Emphasis on this point is important, since personal growth and professional development in these areas are crucial to the tasks of maintaining the school district's thrust in the world of the 1980s and 1990s.

Trustees and Government

If present conservative trends continue, the role of the federal government in education matters will be diminished in the years ahead. Categorical aids as stimulators of certain programs will likely diminish or disappear, and many broad regulatory powers once assumed in affirmative action, mandated busing and special education programs will be returned to the states. Local district trends toward increasing state/provincial control show no sign of abating, and if left unchecked will circumscribe the autonomy of the local school district.

As the states increase their share of support, they will also increase controls, and will increase centralized coordination. Increased governmental control or interference can irreparably damage public education because of its adverse effect on local initiative and local desire to provide programs which excel.

There will be closer watch over local district budget actions by state and provincial legislatures, and court decisions will tend to force a "leveling down" of better than average programs. Increasing equalization of faculty and administrative power are accentuating the trends toward greater state/provincial control. To combat employee demands and pressures, more decisions will be taken away from the local level.

State/provincial boards will organize to resist legislative pressure more effectively in the future and will seek to serve as effective mediators to organize and to help preserve maximum decision making authority for local trustees and administrators.

Trustees and Boards

Trustees of the future will come from a larger variety of social classes and disciplines outside law and business. More of the trustees will be women and more will be minority representatives. Trustees will be expected to answer to community needs and understand the relevance of their district's educational programs and offerings. Hopefully, school board members will be forced to work more as trustees and less as managers of school districts. They will be expected to move the school district into a leadership position in a changing society of tomorrow. School boards will be expected to do more to maintain the human aspects of the school district. Increasing public scrutiny will make it imperative for trustees to foster teamwork among all constituencies of a school district.

Trustees will recognize the importance of having traditionally disparate school districts collaborate to help develop and maintain standards to ensure that coop-

erative activities will result in efficient education, high quality instruction and effective use of resources. School boards will need to refine the school district's motives, missions and educational goals as well as consolidate past gains, while framing new areas and types of educational services. Decision making for school boards will become an even more complex, interactive process, involving many diverse interests and constituencies who have a legitimate interest in the outcome, and will continue that way in the next two decades. School business officials will be required to provide an ever widening variety of data, reports, trend analyses, cost projections and cost benefit and stewardship alternatives, to assist in these more complex decision making procedures.

School boards will pay more attention to the elements of teacher, administrator and school business administrator productivity and efficiency. Financial rewards may be more closely linked to accountability and less closely to automatic pay scales. School boards, as well as teachers, administrators and school business officials will seek to understand the social meanings of school policies. District policies must cause students to reflect on their prominence, their potential and their strengths, rather than have them preoccupied with their deprivation, their strangeness and their deviance. Compensatory, individualized instruction with widely varying costs will improve education for the learners, but vastly complicate the tasks of budget forecasting for the school business administrator.

The Public

The public's confidence in our schools will be tested by a rise in the number of suits in all levels of the court system eliminating civil immunities for all public employees as well as public officers. In the process, school insurance needs and costs will skyrocket.

The public will be required to solve the problem of preserving the purchasing power of the dollar against the need to preserve the quality of the educational program and operational aspects of the school district. Preservation of local autonomy will require a substantial, direct investment by local taxpayers in their local school district. If that fails to develop or change, so will the role and governance of the school district.

Planning

There will be increased recognition, if present trends continue, that the effective use of the planning process, supported by school district research studies, offers school administration an important alternative to management by crisis in dealing with the challenges of reduced resources. Planning is the sum of the decisions that a school district makes to try to shape its future.

Planning, decision making and accountability, now diffused among many agencies, will become more structured and centralized. Responding creatively to conditions in the next decades will make school districts stronger and better institutions.

Qualitative improvements in the school district's mission rests with the redefinition of what constitutes a successful program.

In the coming era of declining enrollments and more aggressive marketing by private school people, the problem of "turf" is likely to increase—raising legal questions and creating ethical dilemmas as well. School business administrators must lead in the fight to preserve public resources for the public schools.

At all academic levels, and especially in the post high school offerings, there will be developed education "marketing techniques" such as attractive class offerings, reducing registration red tape, providing humanistic support and assistance to students and securing new courses to draw new students as well as getting dropouts to return to the school campus.

When choices are to be made among existing programs and services, some measurement of their relative contribution to the social purposes for which the school system exists will be recognized as a process which emphasizes quality instruction. Minimum competency testing will be more widely used at every school level. As a school district reassesses its priorities in the continuing era of reduced public support, enrollment decline and changing client interest, there will be a great need to institute staff development programs for more effective use of all school district resources.

The Instructional Program

The school administrator will be called upon to insure that there will be improved coordination and integration of fragmented educational activities to reduce overlapping activities and costs. Better devices will be created for translating state/provincial educational goals into operational educational programs at the local school level.

There will be legislative checks upon each school district's mission, by testing procedures mandated at the state and provincial level. Therefore, we may anticipate development of strategies for evaluating instructional outputs of teachers and school districts. Their cost effectiveness will be emphasized in the next decades.

There will be attempts to limit educational programs and services to those for which adequate funding may be provided. More references will be made to the constancy of cost rather than the constancy of educational offering. These references, when applied to schools, will lead to the allocation of personnel and resources on an "averaged" rather than "as needed" basis.

Control mechanisms will be instituted for establishing priorities and maintaining educational programs and activities. New procedures will be developed for forecasting and evaluating needs and resources. Increased evaluating and reporting of educational results in relations to each state approved function which is adopted by a local board, will be in evidence in the next decades.

In response to public demands by the non-college bound, alternatives to course, credit, diploma oriented formats will be developed, providing for fundamental and career oriented skills. Schools will be more flexible, allowing students to come and go more easily, to mix academics with travel, employment and with prescribed possible state, provincial and national government service. Subject offerings seem destined to reflect the increasing technical needs of society.

Concentrated efforts to educate faculties more fully on economic constraints and options will be essential to sound administration in the next decades. Increased enrollment of non-traditional students, older students, minorities, housewives and blue collar workers will be developed in the years ahead.

It can be predicted that there will be a rise of alternative educational institutions and increased in-service skill development and training. There may be a diminution of compulsory education. Resident educational sites and facilities will be developed where specified programs, offerings and geographic considerations are recognized needs. Facilities will be provided which will maintain and strengthen educational access to all.

Mentor service, comprised of sending specialists directly to classrooms and offices to work with students and new employees will be developed. Professional certification will be separated from collegiate preparation. The challenge for the next decades is to redefine the faculty members' careers in ways that consider both the member's interests and the welfare of the school system.

Coping With Reduced Resources

No sector of public education will be immune from serious economic pressures in the future. The tension between increasing educational needs and declining financial decisions will increase.

Economic factors which will affect education are:

- Economic inflation or depression
- Drops in productivity
- Dependence on other countries for critical resources
- Limitations of natural and/or human resources
- Demographic changes
- Job market conditions for graduates

Predominant state funding will be seen by educators as having these advantages: providing for a broader, more reliable and more expansive revenue base; implementing states'/provinces' responsibility for assuring equal educational access and opportunity; revitalizing local influences in education policy.

There will be a more critical examination of current financial strategies and annual revisions where appropriate. Accurate determinations of cost by program prior to allocation of state/provincial funds will be seen as a viable way to cope with reduced resources. There will be a break with the tendency to focus on trends and values of the past-present orientation through political educational systems becoming better linked to each other on an agreed upon agenda of public problems and needs.

Financial support for the educational program will increase from community groups and agencies. This will have educational as well as fiscal benefits. Industries and business will be asked to match community/agency funds within their home communities and areas.

"Seed" money from school district/corporate partnerships will be used to finance the implementation and evaluation of new cooperative educational ventures. Institutional autonomy will be threatened by single-minded unions and "publics."

To challenge encroachments and to preserve its integrity and independence, the school district will need the powerful defense that effective staff development can provide. ASBO can provide a variety of ways for school district business administrators to meet this challenge, offering in-depth conferences on the current issues so that informed leaders may better protect the independence of the school system.

The major challenges of the future in dealing with reduced resources will be the formulation of a more rational and effective system of public education. What's needed is a magic blend of centralized-decentralized changes. It will be necessary to have a major commission study urban fiscal distress, population exchanges, disparities in the cost of education services, population decline and selective migration and erosion of the tax base. There will be increasing concern about structural problems of declining cities, underutilized schools and increased costs per unit of educational service delivered to the student client of the school district.

Adjusting to School Negotiations

Negotiations will become increasingly important. Adverse economic conditions develop and favorable federal and state/provincial policies toward the negotiations process spread their influence. To avoid prolonged, unresolved disputes and compulsory binding arbitration, novel approaches and devices will be developed to resolve disputes between the parties.

The future of school negotiations will depend upon economic conditions and government policies related to school funding. If the economic security of teachers is threatened, faculties will join groups with power to protect their welfare.

Teachers in a school district with a negotiated agreement will find themselves in a poorer educational environment, even though they are better paid. Group responsibility for organizational performance will be more clearly established by third party action.

Educational working conditions and negotiations will be influenced and in many cases made by external agencies and departments which will cause erosion of teacher's traditional involvement in program and institutional decisions. Governing boards and legislatures can be expected to demand, in the negotiations process, greater educational productivity in return for increases in basic benefits. Some hard won "teachers rights" which have been planned, developed and initiated on the basis of being "educationally desirable" may lose their credibility in the negotiations process when productivity or relative costs take precedence over academic value. Educational programs with high costs and low enrollments will not be considered economically feasible even though they have great academic worth. Therefore, the school business administrator will be under increasing pressures to conceal, distort or dilute cost-effectiveness data, and will be wrongfully accused by many that he is "pro or anti" particular instructional programs simply because of integrity in reporting factual data.

ASBO — It's Relationship

Realism of outlook is important for ASBO in its relationship with federal, state and provincial agencies. This requires cohesiveness in approach and presentations and in helping federal and state/provincial officials understand the differences of opinion within the public education community. Officials, elected and staff, need to be made to understand the burden of excess and often overlapping and conflicting regulatory constraints by different agencies. Many other education associations have roles to play. There is need for greater inter associational cooperation; a need for reconciling conflicting or unrealistic member's expectations; a need for expanding or narrowing relative roles; a need to depend upon action of other associations; and a need to encourage their members to participate actively in ASBO.

Organization members and their elected officials have important responsibilities to the Association. They can and must encourage less experienced and younger members to participate, while ensuring an awareness of the financial restraints upon members, and working to convince school boards that paying membership dues, Annual Meeting registration and workshop fees are worthwhile and cost-effective uses of school district funds.

Certain functions of the Association and its officers and affiliates should be emphasized. They are:

- Leadership in policymaking, development and analysis.
- Promoting better federal and state/provincial relations.
- Stating positions about basic education issues, to groups external to school business and education fields.
- Providing leadership in legal matters of state/provincial and national concern to ASBO constituents.

- Fostering and strengthening self-regulation efforts; reducing the need for state/provincial and national government activity.

- Coordinating national and state/province policy and thrust.

ASBO should assign a higher priority to its coordinating functions. Steps would include designating a senior director to be responsible for improved communication between the Association and other associations; eliminating duplication of programming; representation from the totality of the education community; and avoiding proliferation of new associations while encouraging the possible merging of other associations when appropriate.

Evaluation and "playback" commitments are essential. A director should be assigned a major role to make sure that coordination works. Reviews should be held at regular intervals on the relationship of all education associations as well as progress on implementation of the recommendations of this section of Chapter 15. Efforts of the associations must be more future oriented with emphasis on the following points:

- Education "Dream Teams" should be developed and implemented.

- Joint study groups suited to grappling with emerging issues and concerns should be identified and encouraged.

- The association itself should create a special task force to identify future issues and their solutions.

- There should be an increase in female representation and small district state/province representations on programs of state/provincial and national meetings.

- One of the main thrusts of the Association should be to maintain and foster the highest possible ethical standards and principles.

- Efforts to enhance professionalism by initiating and improving certification procedures for school business officers should be intensified.

- A committee to establish procedures for discharge of members or practitioners who have violated ethical and legal standards should be established.

These emerging issues, problems and concepts are speculative and are intended to stimulate discussion rather than to provide answers. The mission of school business administration is one of striving for maximum educational output through maximum dollar efficiency. Striving for this noble goal in the environment of the next two decades will require the best efforts of school business administrators, policy leaders and citizens working together conscientiously to prevent the expansion of the gap between the educational mission and the available resources. Since the primary focus on education must be on the children and youth it serves, *who can fail to meet this challenge?*

Chapter 16

Evaluation and Control Points in School Business Management

THE need for an effective evaluation of the performance of the school business administrator becomes increasingly important as the pressures of the economic crunch, declining enrollments, reduced public confidence in the credibility of public officials and the effectiveness of the public schools impact on each local district. Many will want to know "How well is our school business administrator doing his job?" Moreover, individual school business administrators and school business officials, as well as school boards and community persons or groups, may wish to evaluate their own effectiveness in on-the-job performance.

To assist in such evaluations, Chapter 2 discussed the major areas of responsibilities, typical duties and task clusters of the school business administrator. An understanding of these is necessary to set the framework for any evaluation procedure.

In a study report on competencies needed by chief school business administrators made by McGuffey, an analysis of 16 authoritative publications over three decades indicated some 27 major task areas in which the school business administrator was expected to display effective administrative performance. A summary of these areas or task clusters as listed by these authorities appears on the following pages.

To be most useful, evaluations must concern specific performance in these task areas.

In a similar vein, Dr. Schuyler Joyner, ASBO's 1954 President, and Business Administrator of the Los Angeles City Schools, frequently referred to "Check Points in Management." His general observations have been a source of sagacious support for self-evaluation to his fellow practitioners for decades, and are worth repeating here:

General Observations

1. **TELL THE TRUTH—Even if it hurts.**
   a. Don't try to save face.
   b. The truth is an easy way to maintain the confidence of your board.
   c. It is better to state, "I don't know but I will check and get back to you" rather than to respond without thinking or researching.

2. **DON'T COLOR OR EXAGGERATE**—Get the reputation for: "You can depend exactly on what he says."

TASK CLUSTERS IN SCHOOL BUSINESS ADMINISTRATION

Major Task Areas

Author or Researcher	Capital Fund Management	Cash Management	Classified Personnel Management	Community Relations	Construction Management	Data Processing	Educational Facilities Planning	Educational Resources Management	Financial Planning and Budgeting	Financial Accounting and Financial Reporting	Fiscal Audits And Reports
Rosenstengal & Sweirs (1947) Linn (1956)	X		X		X				X	X	
Linn (1956)	X		X				X		X	X	X
Knezevich & Fowlkes (1960)	X	X							X	X	X
Roe (1961)			X		X		X	X	X	X	
Hill & Colmey (1964)	X		X	X	X		X	X	X	X	X
Hazuda (1966)		X	X	X	X	X	X	X	X	X	X
Jarvis, Gentry & Stephens (1967)	X					X	X			X	X
Jordan (1969)	X		X	X	X	X	X	X	X	X	X
Hill (1970)	X		X	X	X	X	X	X	X	X	X
Nelson & Purdy (1971)			X	X	X		X		X	X	X
AASA (1966)*			X		X	X	X		X	X	
RCASBO (1971)								X			
Candoli et al (1972)	X		X	X			X	X	X	X	X
Knezevich (1973)								X			
Kaiser & Webb (1974)			X	X	X	X	X	X	X	X	
NYASBO (1975)			X	X	X	X	X	X	X	X	

3. **ASSOCIATE FREELY WITH NON-EDUCATORS TO:**
   a. Enhance your value to the district.
   b. Make you a rounded individual.

4. **KEEP YOURSELF OUT OF THE LIMELIGHT.**
   a. There's no glory in publicity.
   b. You will get adequate credit if a job is well done.

5. **GIVE CREDIT TO ASSOCIATES AND EMPLOYEES.**
   a. Most accomplishments are the result of combined efforts.
   b. Higher morale, greater pride and stronger loyalty are the results if the boss doesn't claim all of the glory.

6. **WORK ON A POLICY BASIS**—But remember, some principles are not worth dying for.

TASK CLUSTERS IN SCHOOL BUSINESS ADMINISTRATION

Major Task Areas

Food Service	Grantsmanship	Insurance and Risk Management	Legal Control	Office Management	Payroll Management	Plant Maintenance	Plant Operations	Plant Security and Protection	Professional Negotiations	Property Management	Purchasing	Staff Development	Student Activity Funds	Transportation Services	Warehousing and Supplies Management
X		X			X	X	X			X	X				X
X		X	X	X	X	X	X				X			X	X
X		X			X	X	X			X			X	X	X
X		X	X	X		X	X				X			X	X
X		X		X	X	X	X	X	X		X	X	X	X	X
X			X	X		X	X	X			X	X		X	X
X					X	X	X				X			X	X
X	X	X	X	X		X	X	X	X	X	X	X		X	X
X	X	X	X	X		X	X	X	X	X	X	X		X	X
X		X			X	X	X				X		X	X	X
X		X			X	X	X				X			X	X
X		X	X			X	X				X	X		X	X
X	X			X		X	X				X	X		X	X
X	X			X		X	X				X	X		X	X

a. One researcher, Dr. Lloyd Nelson, says that 75 percent of official "No" replies should be based on policy.
b. The man who red-lines every "No" item personally is not popular.

7. **DON'T SPRING THINGS ON YOUR BOARD.**
   a. Prepare members in advance.
   b. Plant your seeds early.
   c. Keep board members informed of what is developing.

8. **WIN YOUR CLASSIFIED STAFF MEMBERS EARLY.**
   a. They do your work.
   b. They are your team.

9. **ASSOCIATE YOURSELF WITH A UNIVERSITY AND YOUR PROFESSIONAL ASSOCIATIONS.**
   a. Don't stop growing professionally.
   b. Keep your papers up to date.
   c. Know your professors.
   d. Attend and participate in workshops.
   e. Attend sports events.
   f. Actively participate in your state, provincial and international professional associations.

10. **TURN IN EXPENSE ACCOUNTS YOU ARE WILLING TO HAVE PUBLISHED ON THE FRONT PAGE OF YOUR LOCAL NEWSPAPER.**

11. **DON'T BECOME OBLIGATED TO EMPLOYEES OR ANYONE TO THE POINT THAT YOU ARE NOT FREE TO MAKE IMPARTIAL DECISIONS.**

12. **MOST OF US ARE GENERALISTS**—but refine skills as a specialist to know:
   a. Whether or not a specialist knows his job.
   b. If he is doing his best.
   c. When creative thinking is present.
   d. How adequate is his planning.

13. **MAKE BOARD REPORTS EASY TO READ AND UNDERSTAND.**
   a. Know contents of your board reports thoroughly.
   b. Be objective in presentations.
   c. In long reports, put main thoughts into paragraph-sentence headings and underline.

14. **DO NOT TAKE ADVERSE DECISIONS PERSONALLY.**

15. **QUIT TALKING AS SOON AS YOU HAVE WON YOUR POINT WITH THE SUPERINTENDENT AND THE BOARD.**

16. **SCHEDULE YOUR TIME**—You will get more done.

17. **KEEP DISTRICT LEGAL AT ALL TIMES.**
   a. Observe foolish law, but work for its revision.
   b. Don't ignore or flaunt the law.

18. **PLAN AHEAD.**
   a. Working at highest level—when planning ahead.
   b. Working at lowest level—when meeting day-by-day problems.
   c. Working at lowest level—when doctoring up yesterday's and last year's mistakes for lack of foresight.

20. **DEVELOP A SENSE OF HUMOR**—Don't take yourself too seriously, a relaxed person will usually be better accepted and will accomplish more.

These "check points" (included in an ASBO publication entitled "Control Points in School Business Management") refer to personal attitudes and behavior, and are a succinct interpretation of the practical application of the desirable personal characteristics referred to in Chapter 6 of this publication.

In addition to these general observations, this same publication lists specific control points in Organization, Staffing, Paperwork Management, Personnel, Accounting, Facilities Areas and other major function or responsibility areas for the school business administrator. A review of the 20-page document published in 1979 will give much useful information for providing realistic control or check points in school business operations. By observing how well these controls or check points are working in a particular district, one may establish some objective evaluations of the performance of the school business administrator and/or his staff.

Consultant Dr. Lewis T. Kohler, RSBA, has proposed that districts may provide a checklist for rating the work of the local school business official by listing various functions or areas of responsibility assigned to this officer as contained in the local job description, and assigning subjective values based upon performance evaluations by competent observers. A sample evaluation checklist of such nature might look similar to the one included at the end of this chapter with the express understanding that such a formal rating instrument would have to be tailored to the performance only in those particular task areas which have been specifically assigned to such individual. Wherever a factor or function is to be included in a rating instrument, or job performance evaluation it is only wise personnel and ethical practice to make certain that the person to be so evaluated clearly understands, early on, the task responsibilities to be performed; the goals to be achieved; and the criteria or standards against which such performance is to be evaluated.

Where such conditions prevail, the constructive process of evaluation, and the use of check points for performance ratings can be a source of continuing staff development and improved performance, bringing satisfaction to both the rater and the rated.

As an overall standard of evaluation, in discussing the role of the school business administrator in *Managing Schools in Hard Times*, Hill suggests that: "To be of maximum value to his school system during hard times, the school business administrator will do at least some of the following:"

"1. He will examine each function and duty performed by his operation. He will ask, 'Is this function necessary? Is it desirable? Should it be reduced, expanded, abolished or retained?'

"2. He will seek to objectively determine if the function or duty can be combined with others, or shifted to a more appropriate department, or held in abeyance for the period of budget emergency.

"3. He will suggest alternative levels of performance and provide cost-benefit analysis of changing the frequency or level of performance, e.g., what happens if gyms are swept only twice a week instead of daily? What happens if typewriters

are kept for five years instead of three? What happens if ceilings are washed yearly instead of painted at five-year intervals? What happens if textbooks are adopted for five years instead of three? etc.

"4. He will promote an atmosphere of team consideration of existing procedures, and will seek frank evaluations of what is currently being done. He will encourage and provide incentives for employee, student, and citizen suggestions on how to change or improve efficiency of operations.

"5. He will review present methods of delivery of goods and services, and will ask, Are there other methods by which the service can be delivered, or other agencies which can do it better, faster, cheaper than we can? This kind of questioning will bear very directly on the possibility of contracted transportation, food service, maintenance, repair and operations procedures. Even simple tasks like garbage and trash removal, towel service, uniform laundry, and similar activities will be closely examined for possible economies.

"6. He will stand above the swaying pressures of personnel groups, neighborhood and parent groups and proponents and protagonist factions in examining such questions as staff reductions, facilities closings, program and service curtailments, and will honestly and accurately determine and state the costs of various options and alternatives. He will not "juggle" figures or findings, or attempt to withhold or distort findings which are relative to the consideration of any policy issue. His status should be that of an expert, whose integrity is respected even by those who disagree with him. There is nothing more tragic in public administration than "wrong" policy decisions made by honest and sincere persons upon the basis of inaccurate, incomplete, or deliberately misinterpreted data.

"7. The most useful school business administratior will be able to isolate truly relevant cost data and expenditure trends and will be able to give perspective, not only on present actual total and relative costs, but also upon longterm trends and total potential costs of any service or program, or proposed changes in salaries, fringe bnenefits, and mandated potential commitments, etc.

"8. By providing careful data gathering procedure in an orderly ongoing fashion, and by having competency in the areas of computer utilization, the effective school business administrator can be extremely useful. Decision questions will be anticipated, and appropriate data gathering methods and procedures provided so that answers can be forthcoming when needed, in a fashion to be of maximum use to the decision makers. Reports of significant trends and operating results can be given historic trending interpretations and current comparisons with other districts and state, regional and national norms or patterns can be readily identified.

"9. The successful school business administrator will alert and encourage his staff to be students of their own operations. He will encourage them to analyze their own performances, and will provide emotional and financial incentives for exemplary achievements. Conversely, he will inculcate the habit of self criticism and unit self evaluation, to ensure betterment of production. For example, if it costs only $50 per student to provide shop and laboratory supplies in school A, why does it cost $85 in school B? Or if secretaries in the district type an average

of 30 letters per day, why is office X staff only typing 18? Or if it costs $195 per pupil to heat and light junior high school A, why is it costing $258 in junior high school B?

"These kinds of self directed questions can have tremendous significance for the improvement of operational efficiency in any district. The *good* SBA will make them happen.

"10. Perhaps the final or most effective contribution the good school business administrator can make to the success of his school system's operation lies in the area of interpersonal relationships. He (or she) is first of all perceived of as a "good man." His arrival in the morning is welcomed with smiles by his staff. He has a reputation for fairness and integrity. He is known by citizens and taxpayers as one who "runs a tight ship." Merchants and vendors believe him to be fair and honest in his dealings. He pays district bills on time. He settles disputes fairly, and with a keen sense of human values involved. People trust him. They know he is ethical and will not take advantage of honest mistakes. They believe he is trying to get a buck's worth of value for every dollar spent, and he spends every penny as if it is his own.

"With the presence of such an esteemed person, candor is encouraged; more objective and less emotional consideration is given to package decisions, and even those who lose decisions come away believing their ideas have been fairly considered, and they have had a fair shake. They believe the school system is in good hands, and they will support, even in hard times!

"There is only one way school business administrators can achieve this maximal acceptance of usefulness to the school district—they earn it, by the sum total of all they do every day!"

Against such a list of performance objectives, any practicing school business administrator or official may be evaluated, either personally, or by others.

EXAMPLE

CHECKLIST RATING

Date of Evaluation_____
SCHOOL BUSINESS ADMINISTRATOR EVALUATION
(Annual Evaluation)

Name of School Business Administrator: _____

Name of District Superintendent: _____
Evaluator

Form Disposition: Superintendent retains copy; School Business Administrator retains copy. **Total Score:** _____

Directions: Give a numerical value in the response column that best reflects the opinion of the evaluator with regard to each of the following items.

	Gives Outstanding or Superior Performance Score 5	Gives Better Than Average Performance Score 4	Gives Average/ Acceptable Performance Score 3	Needs Much Improvement Score 1	Does Not Meet Requirements Score 0
1. Assumes responsibility for implementing and observing all board business policies for the district.					
2. Assumes responsibility for updating and preparing current financial and budgetary additions to written policies, bylaws and regulations for the district.					
3. Assumes responsibility for budget development and long range financial planning.					
4. Assumes responsibility for accounting procedures adequate to detail stewardship of all business transactions.					
5. Supervises the collection, safekeeping and distribution of all funds.					

	Gives Outstanding or Superior Performance Score 5	Gives Better Than Average Performance Score 4	Gives Average/ Acceptable Performance Score 3	Needs Much Improvement Score 1	Does Not Meet Requirements Score 0
6. Administers plan for purchasing all supplies and equipment in keeping with budget authorizations.					
7. Supervises storage and distribution of supplies and equipment.					
8. Administers, through others, the operation and maintenance of school grounds and facilities.					
9. Administers school district transportation services and policies.					
10. Supervises all business office personnel.					
11. Arranges for internal audits of school accounts.					
12. Maintains updated inventory of all school district property.					
13. Accepts responsibility for supervision and maintenance of eligibility for all classified employees.					
14. Accepts responsibility for preparing and submitting financial reports to school board through the district superintendent.					
15. Accepts responsibility for compiling statistical data for fiscal budget preparation.					

	Gives Outstanding or Superior Performance Score 5	Gives Better Than Average Performance Score 4	Gives Average/ Acceptable Performance Score 3	Needs Much Improvement Score 1	Does Not Meet Requirements Score 0
16. Prepares financial reports as required for state/provincial and federal agencies having jurisdiction over district funds.					
17. Prepares or supervises applications for state/provincial and federal funds.					
18. Serves as advisor to district superintendent on financial, budgetary and business matters.					
19. Serves as an advisor to contract negotiations with all approved labor organizations.					
20. Accepts responsibility for the preparation and submission of all bids and contracts.					
21. Encourages district staff to seek public and private funds for which district is eligible.					
22. Provides in-service and pre-service training programs and offerings to business personnel.					
23. Interprets the financial position of the district to community and staff.					
24. Accepts responsibility for managing the district's real estate and insurance programs.					
25. Accepts responsibility for developing the district's census.					

	Gives Outstanding or Superior Performance Score 5	Gives Better Than Average Performance Score 4	Gives Average/ Acceptable Performance Score 3	Needs Much Improvement Score 1	Does Not Meet Requirements Score 0
26. Accepts responsibility for determining legal residence and administering tuition charges.					
27. Accepts responsibility for managing the attendance function.					
28. Accepts responsibility for enrollment projections, fiscal projections and facilities needs.					
29. Accepts other duties as assigned by the district superintendent.					
30. Provides leadership in the role of active district superintendent as required.					
31. Accepts responsibility for own professional growth in education developments, school business affairs and related staff development activities.					
32. Accepts responsibility for participation in state and national professional organization devoted to the advancement of school business administration.					
33. Accepts responsibility for managing the program of external and internal security for school district property and school plants.					
34. Other (Local assigned task area)					

	Gives Outstanding or Superior Performance Score 5	Gives Better Than Average Performance Score 4	Gives Average/ Acceptable Performance Score 3	Needs Much Improvement Score 1	Does Not Meet Requirements Score 0
35. Other (Local assigned task area)					
36. Personal • Keeps self physically fit • Maintains good health • Maintains good personal appearance • Knows how to pace self in use of time and energy					
37. Maintains and fosters effective working relationships with members of the legislature.					
38. Maintains good relations with local community and governmental leaders.					
39. Is effective in long range and short range planning.					
40. Is knowledgeable about curriculum trends and instructional developments and strategies.					
41. Advises superintendent about need for revised or new policies.					

Appendix

A

The PASBO Series on School Business Administration

FOLLOWING is an outline of a program for a series of workbooks on various areas of school business administration responsibilities established by the Pennsylvania Association of School Business Officials (PASBO) and mentioned in Chapter 2 of this report.

The PASBO Series on School Business Administration

I. Budget and Financial Planning
- A. Legal stipulations
- B. Budget compilation
- C. Long-term fiscal planning
  - 1. Operating budget
  - 2. Capital budget
- D. Disbursement estimations
- E. Receipt estimations
- F. Budget as a control instrument
- G. Fiscal relationships with other government units
- H. Budget checklist

II. Educational Resources Management
- A. Planning
- B. Programming
- C. Budgeting
- D. Resource analysis
- E. Evaluating
- F. Cost-effectiveness applications
- G. PPBS/ERM checklist

III. Accounting
- A. Legal basis and state regulations
- B. Source (bibliography) of accounting publications
- C. Fund accounting
- D. Source documents
- E. Federal/State accounts
- F. Internal accounts
- G. Non-financial accounting
  - 1. Census
  - 2. Pupil attendance

3. Tax rolls
H. Voucher and payroll preparation
I. Construction and capital reserve funds
J. Special and trust funds
K. Cost accounting
L. Accounting checklist

IV. Auditing
A. State guidelines
B. Internal auditing procedures
C. Preaudit procedures
D. Postaudit procedures; legal advertising
E. Audit checklist

V. Debt Management
A. Legal basis—Act
B. Revenue anticipation loans; emergency loans
C. Short-term financing
D. Long-term financing
1. Bond prospectus
2. Credit data
3. Payment procedures
4. Bond register
E. Investments
F. Reporting; records
G. Debt management checklist

VI. Reporting
A. Financial reports
1. Local
2. State
a. Foundation program
b. Special services
3. Federal
B. Statistical reports
C. Miscellaneous reports
D. Reports checklist

VII. Cost Analyses
A. Unit costs
B. Comparative costs
C. Cost distribution studies

VIII. Investing School Funds
A. Legal basis
B. Cash flow planning
C. Planning investments
D. Records
E. Investing checklist

IX. Purchasing and Supply Management
- A. Legal basis in Pennsylvania
- B. Ethics in purchasing
- C. Legal aspects of purchasing
- D. Standards and specifications
- E. Requisitions and purchase orders
- F. Testing and value analysis
- G. Warehousing and distribution
- H. Inventory control
- I. Purchase bids and contracts
- J. Purchase and management of:
  - 1. Educational supplies
  - 2. Furniture and equipment
  - 3. Equipment for new facilities
- K. Cooperative purchasing
  - 1. Local cooperatives
  - 2. State Contracts
- L. Computerized purchasing and supply management
- M. Purchasing checklist

X. Custody of Legal Papers
- A. Legal stipulations on records
- B. Permanent property records
- C. Minutes: official records
- D. Filing; record keeping
- E. Legal papers checklist

XI. Student Activity Funds
- A. Legal basis
- B. Principles of student activity funds
- C. Sources of funds
- D. Management of funds
- E. Expenditure of funds
- F. Accounting provisions
- G. Activity funds checklist

XII. Disposing of Surplus Property
- A. Legal basis
- B. Disposition of equipment
- C. Disposition of buildings and grounds
- D. Advertising/distribution techniques
- E. Surplus property checklist

XIII. Food Services
- A. Legal basis; Federal and State regulations
- B. Financial provisions
- C. District-operated programs
  - 1. Forms of organization
    - a. Decentralization
    - b. Centralization

c. Satellite programs
d. Automation
e. Efficiency foods
2. Administration
3. Operations
4. Personnel management

D. Contracted food service
E. Systems and cost analysis
F. Budgeting and finance
G. Accounting and recordkeeping
H. Innovative programs
I. Food service checklist
J. Purchasing and inventory control
K. Policies, rules, regulations and procedures
L. Menus, prices and portion control
M. Staffing, supervision, in-service training

XIV. Supervision of Noninstructional Staff
A. Recruitment
B. Selection and placement
C. Job descriptions; work plans
D. Training; evaluation
1. Effective elements
2. Ineffective elements
E. Working conditions
F. Change in status:
1. Transfers
2. Advancement
3. Disciplinary action
4. Termination of services
G. Determining wages and benefits
H. Personnel records and reports
I. Noninstructional staff checklists

XV. Planning for Emergencies
A. School emergencies:
1. Fire
2. Nuclear
3. Snow and ice
4. Hurricanes and tornadoes
5. Heat, water, electricity
6. Bomb threats
B. Community emergencies:
1. Traffic
2. Fuel, water, utilities
3. Fire in nursing homes, etc.
4. Riots, need for buses
C. Emergencies checklist

XVI. Transportation of Pupils

A. Legal basis and state regulations
B. Policy and regulation guidelines
C. Vehicle acquisition:
   1. District-owned, new and used
   2. Contract
   3. Buy-back
   4. Lease and other
D. Reimbursement formulae and considerations
E. Routing and scheduling
F. Inspection and maintenance
G. Staff selection, training and supervision
H. Bus and equipment standards and specifications
I. Utilization and evaluation of services
J. Pupil control and discipline
K. Transportation checklist

XVII. School Plant Planning and Construction
A. Legal basis and state regulations
B. Educational standards for sites, buildings and equipment
C. Plant utilization studies
D. Renovation and modification of buildings
E. Projections of facility needs
F. Design and construction
G. Critical path method and program evaluation review technique
H. Equipment selection and bidding
I. Facility planning checklist

XVIII. Operation of Plant
A. Custodial standards and frequency of work
B. Manpower allocations
C. Scheduling custodial and grounds work
D. Inspection and evaluation checklists
E. Relationship with educational staff
F. Conservation of materials and supplies
G. Community use of facilities

XIX. Maintenance of Plant
A. Repair of buildings and equipment
B. Policies, standards and frequency of maintenance
C. Scheduling of funds and manpower
D. Preventive, recurring and emergency maintenance
E. Contracted maintenance services
F. Cataloging replacement parts and recordkeeping
G. Cost records for buildings, equipment, and parts
H. Maintenance checklist

XX. Energy Management
A. Energy surveys; areas where energy is wasted
B. Cost analyses of energy-saving alternatives
C. Implementing energy management plans

D. Effect of routine maintenance on energy usage
E. Energy checklist

XXI. Real Estate Management
A. Legal authority
B. Site acquisitions and sales
C. Rentals, lease agreements
D. Rights-of-way and easements
E. Assessments and taxes
F. After-school use of buildings and grounds

XXII. Revenue Sources for Education
A. Legal stipulations
B. Systems of taxation
C. Local sources of income
D. State subsidy programs
E. Federal funds programs
F. Analysis of existing subsidy programs
G. Model funding designs (recommended subsidy organization)
H. Revenue checklist

XXIII. Personnel Management Records
A. Legal requirements
B. Mandated records for certificated employees
C. Basic employee information
D. Salary schedules and payment plans
E. Administration of mandated fixed charges
1. Federal withholding tax
2. F.I.C.A.
3. State withholding tax
4. Other withholding taxes
5. Unemployment compensation
6. Workers' compensation
7. Retirement plan
8. Deductions records
9. Periodic reports
F. Administration of fringe benefits/group insurance
G. Individual earnings/benefits records
H. Substitute and part-time employees' records
I. Personnel records checklist

XXIV. Risk Management
A. Determing risk exposures
B. Coverages to be provided
C. Types of insurance:
1. Buildings and contents
2. Liability
3. Boiler and vessels
4. Surety bonds
5. Vehicle

6. Non-insured motorist
7. Theft
8. School board liability
9. Umbrella/excess
10. Health
11. Dental
12. Life
13. Income protection
14. Workers' compensation
15. Unemployment
16. Other

D. Insurance procurement/economies
E. District data/prospectuses
F. Claims and reporting records
G. Safety/employee programs
H. Insurance alternatives:
   1. Self insurance
   2. Joint programs
I. Risk management checklist

XXV. Board Policies and Administrative Procedures
A. Organization and indexing
B. Contents of minute books
C. Policies/regulations checklist

XXVI. Forms Design and Control
A. Forms design to increase clerical efficiency
B. State forms and critique
C. Techniques for designing forms
   1. Grouping data
   2. Establishing item sequence
   3. Defining space requirements
   4. User review of layout
D. Designing EDP documents
   1. Input: source documents
   2. Output: continuous forms
E. Standardizing and controlling forms
F. Forms printing specifications and procurement
G. Forms checklist

XXVII. Data Processing
A. Fundamentals of data processing
B. Computer hardware and input/output devices
   1. Central processing units
   2. Minicomputers
   3. Microcomputers
   4. Common peripheral devices
C. Computer software and programming languages
D. Data processing staff and functions
E. Processing modes and current technologies

F. Systems analysis, design and implementation
G. Outside data processing services
   1. Service bureaus
   2. Consultants
   3. Software providers
H. Office systems and administrative support
I. Business applications
J. Educational applications
K. Maintaining the audit trail
L. Planning, scheduling and control
M. Data base concepts and design
N. Flexible financial management systems
O. Data processing checklists

XXVIII. Standing for Something
A. Professionalism
B. Codes of ethics:
   1. ASBO
   2. PASBO
C. Relationships with board, superintendent and other staff

XXIX. Labor Relations
A. Factors affecting personnel relations
   1. Motivation concepts
   2. Maintaining job satisfaction
   3. Employee incentives
B. Human relations
   1. Effectiveness without conflict
   2. Recognizing human worth; morale
   3. Elements of administrative leadership
C. Negotiations
   1. Legal basis: Act 195
      a. Scope of negotiations
      b. Management prerogatives
   2. Assembling data
      a. Historical
      b. Comparative
   3. Analyzing proposals
   4. Negotiating team/spokesman
   5. Mediation
   6. Fact finding
   7. Writing the contract: explicit yet clean
D. Dealing with conflict
   1. Interpersonal
   2. Interdepartmental
   3. Role of business administrator
E. If a strike comes
   1. Preparing for a strike
   2. Maintaining relationships with strikers and nonstrikers
   3. Maintaining relationships with parents and community

4. Handling fringe benefits
5. Resolving the strike
6. Restoring normalcy after the strike ends

XXX. Effective Communications
- A. Integrity of information and data
- B. Having a game plan/be organized
- C. Preparing reports and communications for board and staff
- D. Preparing news releases
- E. Being interviewed/successful practices
- F. Communications checklist

XXXI. Business Administration and the Law
- A. Education is function of state
- B. Legislation and School Code
- C. Decisions of the courts
- D. Improving the law
  1. Informing legislators and senators
  2. Communicating with state administration
  3. Creating public interest
- E. Dealing with legal actions
  1. Sue or be sued
  2. Communicating with solicitor
  3. Assessing legal impact
- F. Current legal problems
- G. Legal checklist

XXXII. Health and Safety
- A. Evaluating school plant
- B. Providing safe transportation
- C. Evaluating safety conditions for:
  1. Pupils
  2. Staff
  3. Public
- D. Health and safety checklist

XXXIII. Changing Management Methods
- A. Historical functions of management
- B. Management techniques utilized by industry
- C. Adapting methods, techniques and procedures used by others
- D. Problems of managing the education enterprise
- E. Today and the near future

Appendix **B**

Sample Resolutions

TWO sample resolutions are presented in this Appendix. The first is a sample resolution to establish the position of school business administrator. The second is a sample resolution a school board can use in employing a school business administrator.

SAMPLE RESOLUTION

(To Establish Position of School Business Administrator)

WHEREAS, the (NAME) School District, No. (NAME), (PROVINCE OR STATE) County, _____, has made a comprehensive study of all business affairs involved in the operation of this School District; and

WHEREAS, the school board has determined the need to establish the position of (BUSINESS ADMINISTRATOR—GIVE HIS EXACT TITLE) and

WHEREAS, the study has indicated that the duties and responsibilities shall include the following:

1. *Financing the Educational Program.* He shall be familiar with all sources of revenue for school purposes, shall explore possibilities for new sources, and shall be responsible for obtaining all monies to which the school board is entitled. He shall work with all concerned in securing the funds necessary to operate the educational program of the public schools.

2. *Budgeting for the Educational Program.* With the assistance of the instructional staff and the director of financial affairs, he shall be responsible to the (INDICATE SUPERINTENDENT OR SCHOOL BOARD,) for the preparation of the school budget in terms of educational needs, keeping in mind available funds for such purposes. The school budget determines the type and extent of the school program for a definite period and must necessarily be prepared under the supervision of one who is familiar with all aspects of instruction and operation.

3. *Supply and Equipment Needs for the Educational Program.* It will be necessary for him to work with committees of teachers, principals, consultants, directors and other staff members in determining the best materials for classroom work and types of equipment that will best serve the needs of the children. Allocation of instructional supplies and equipment must be done in a manner that will produce maximum results in the respective classrooms. Storage and distribution of supplies and equipment must be planned in order to prevent the misuse or lack of use of materials.

4. *Purchasing of Educational and Other Supplies and Equipment.* He must be familiar with types of school material for school use, such as instructional supplies, quality and quantity of school furniture, types of cleaning equipment and tools, janitorial supplies, quality of fuel, and, in general, all needed material within the school system. With the assistance of his purchasing clerk and staff, he shall be responsible for the acquisition of the supplies and equipment needed for the educational program, subject to the approval of (THE SUPERINTENDENT AND/OR THE

BOARD). He is responsible for a good school purchasing program that includes competitive bidding, clear and complete specifications and quantity buying.

5. *Plant Operation*. He must be familiar with boiler plant operation, housekeeping as it pertains to janitorial-engineering services, best use of materials for building plant operations, formation of standards for housekeeping, including sanitation and schedule of work for personnel. With the assistance of the Director (or Supervisor) of Buildings and Grounds, the Supervisor of Housekeeping, and staff, he will operate all plants.

6. *Maintenance and Repairs*. He shall be responsible for the maintenance and repair programs in all school buildings. With the assistance of the supervisor of buildings and grounds, tradesmen in the maintenance department, and other building service employees, he will make every attempt to bring up to date the maintenance program, and keep it current. He is responsible for planning a continuous program of year-round maintenance in order to prevent deterioration of buildings and to safeguard the program of education.

7. *School Building Planning and Construction*. He will be responsible to (THE SUPERINTENDENT AND/OR THE SCHOOL BOARD) for all planning of new school buildings and alterations and additions to existing buildings. He shall work with committees of teachers, principals, consultants, directors, janitor-engineers, lunchroom employees and other non-teaching personnel, parents, students and administrative staff members preparing the overall design of the building, with proper classroom orientation, with a view to meeting the needs of the children over a long period of time.

8. *Accounting, including Internal Auditing*. He is responsible for proper and adequate financial accounting, student activity accounting and internal auditing. He is to analyze accounting records, formulate new accounting records and procedures, in keeping with educational needs and best practices. All funds must be safeguarded in the interest of better instruction. All school property is to be properly recorded and assurance given that it is in the clear title of the school board. All records are to receive an independent audit by a firm of certified public accountants at the end of each fiscal year.

9. *Lunchroom Management*. The school lunchroom program shall be under the joint supervision of the (BUSINESS ADMINISTRATOR — TITLE) and the Instructional Division, Supervisor of Lunchrooms. The (BUSINESS ADMINISTRATOR — TITLE) must have a working knowledge of lunchroom management, classification of workers and their respective responsibilities, and procedures that will teach children better food habits.

10. *Personnel Management*. He shall be responsible, with the cooperation of the Personnel Director and the appropriate administrative heads, for the supervision of personnel in the departments under his jurisdiction. He is to be alert to all problems involving the welfare of all personnel, especially if these problems grow out of work that is being done or not being done by the business administration department. It shall be his continuous responsibility to help provide and maintain happy, human relationships and working conditions, to the end that all work may be well done.

11. *In-Service Training for Business Personnel*. Efficiency in school management is largely determined by the knowledge and ability of the school personnel. It shall be his duty to develop and promote in-service training for personnel wherever such training will be beneficial to both personnel and the school system. A fundamental part of the school program is to develop a feeling on the part of all

personnel that they are directly or indirectly responsible for the education of children.

12. *Business Statistics and Research.* In cooperation with the Director of Research, he shall be responsible for conducting statistical and research projects within the school system pertaining to business management, and shall interpret such projects in terms of educational accomplishments or needs.

13. *Pupil Transportation.* In cooperation with the Assistant Superintendents in charge of Elementary and Secondary Education, the (BUSINESS ADMINISTRATOR — TITLE) shall provide transportation for the physically handicapped, mentally retarded, field trips, and for those pupils who must be transported because of distance.

14. *Special Assignments.* He will be given special assignments, from time to time, that will involve both instruction and business management.

NOW, THEREFORE, BE IT RESOLVED that the Board of Education of (NAME) School District No. ____, (NAME) County, (STATE/PROVINCE), does hereby establish the position of (BUSINESS ADMINISTRATOR — GIVE HIS EXACT TITLE), with the duties and responsibilities heretofore outlined, effective as of (AT A TIME TO BE DETERMINED), at a salary of _____dollars per annum (or on a salary schedule to be determined).

On motion of (NAME OF BOARD MEMBER), seconded by (NAME OF ANOTHER BOARD MEMBER), the foregoing resolution was adopted this _____day of _____,A.D.19____.

Yeas: (LIST ALL BOARD MEMBERS ON THESE LINES)_____

Nays: None_____

ATTEST:

(SIGNATURE) (SIGNATURE)
Secretary President

SAMPLE RESOLUTION

(Employing a School Business Administrator)

WHEREAS, the Board of Education of (NAME) School District No. (NAME) County, (STATE OR PROVINCE) has established the position of (BUSINESS ADMINISTRATOR-GIVE EXACT TITLE); and

WHEREAS, (NAME) is duly considered to possess the best qualifications of all screened and interviewed candidates for this position;

NOW, THEREFORE, BE IT RESOLVED by said Board of Education that (NAME) shall be employed as (EXACT TITLE) of his school district beginning July 1, (OR AT A TIME TO BE DETERMINED); at an annual salary of $_____ .

On motion of (NAME OF BOARD MEMBER), seconded by (NAME OF ANOTHER BOARD MEMBER), the foregoing resolution was adopted this day of _____, A.D. 19____ .

Yeas: (LIST ALL BOARD MEMBERS ON THESE LINES)_____
Nays: None_____

(SIGNATURE)
President

ATTEST:
(SIGNATURE)
Secretary

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FOR those seeking additional material about the work and responsibilities of the school business Administrator, the following selected bibliography may supply useful background or resource information. Such a limited list is intended only to stimulate further reading in this field.

Several of the government documents listed in the bibliography can be obtained free of charge from the government agency sponsoring the document. For more information, contact the appropriate government agency. Documents for which ERIC Document (ED) numbers are given can be ordered from the ERIC Document Reproduction Service, Computer Microfilm International Corporation, P.O. Box 190, Arlington, VA 22210. The price schedule for documents is as follows: *Hard Copy:* 1-25 pages, $2.00; 26-50 pages, $3.65; 51-75 pages, $5.30; 76-100 pages, $6.95. (Add $1.65 for each 25-page increment or fraction thereof.) *Microfiche:* 1-5 fiche, 91¢; 6 fiche, $1.10; 7 fiche, $1.29; 8 fiche, $1.48. (Add 19¢ for each additional fiche.)

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